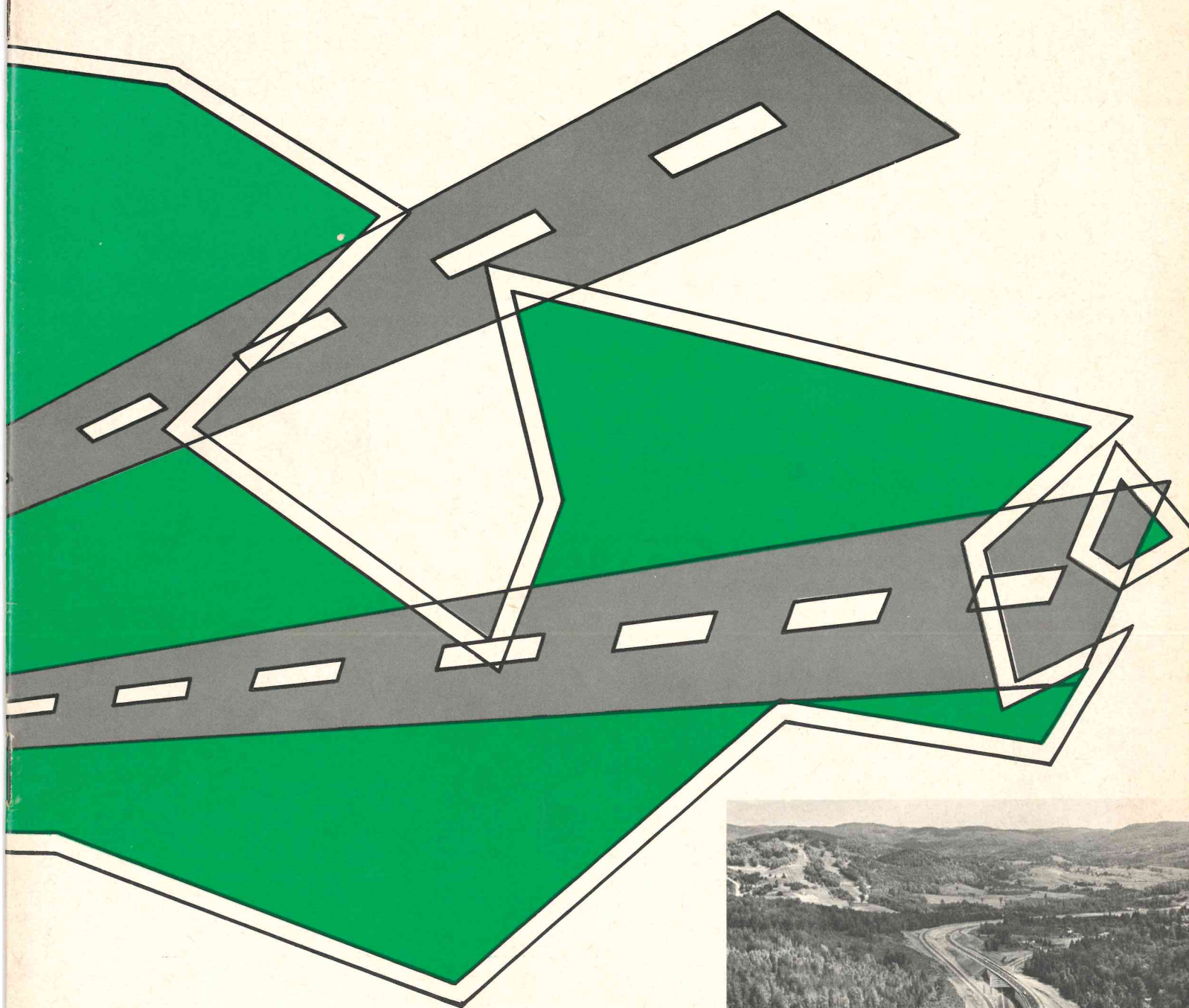


COMMUNITY PLANNING

ReviewRevue

CANADIENNE D'URBANISME

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COVER COMMENT

While we expect most eastern delegates will fly rather than travel by road to CPAC's National Planning Conference, we couldn't resist the temptation of using this issue's transportation theme to point to the scene of the action in Victoria, B.C.

COMMENTAIRE SUR NOTRE COUVERTURE

Quoique la majeure partie des délégués de l'est du Canada se rendront à la Conférence Nationale d'Urbanisme de l'A.C.U. par voie aérienne, nous n'avons pu résister à la tentation d'utiliser le thème du présent numéro (la transportation routière) pour indiquer le lieu des activités, Victoria, C.B.

TRANSPORTATION is regarded by many of you who answered CPAC's Membership Survey Questionnaire as one of the top priority areas of concern in planning Canada's future development. Accordingly, we are devoting almost half the space in this issue to two proposals: the first, a solution to the public transit problems of middle-sized Canadian cities; and the second, a solution to the problem of providing super-highways across our vast country.

We are pleased to note (on page 17) that much preparatory work is currently being done for next year's First Canadian Urban Transportation Conference, being sponsored by the Canadian Federation of Mayors and Municipalities. In the words of Calgary's Mayor J. C. Leslie, conference committee chairman, "Solving the urban transport problem is not just a matter of asking for handouts at either the provincial or federal government levels. Rather, it is the development of a co-ordinated program involving the three levels of government in long-term comprehensive participation, with each contributing its fair share towards revitalizing the urban centers of Canada."

Meantime, as portrayed on this issue's cover, all roads lead to Victoria, B.C. the first week of October for CPAC's 1968 National Planning Conference. "Building Human Values into the Community" is obviously a job for every citizen, and that's why the conference theme lends itself so practically to full delegate participation in the three-day program. Please read the facing page for further details.

For years CPAC has been repeating the statement, "Citizen involvement is essential in the planning process." What does it really mean for the individual Canadian in 1968? Three articles in this issue are pertinent to that question:

*Dr. Robert Collier, who incidentally will co-chair one of the key sessions at next month's CPAC conference in Victoria, sets forth (on page 20) some ideas and procedures for charting community goals. He says that each one of us has the obligation and opportunity to take part in this goal formulation process and concludes, "until our communities engage themselves in this important task, much of our planning will be in vain."

*Wascana Centre architect Mr. Jack Walker, speaking at a CPAC-sponsored seminar in Swift Current this spring on the subject of controlling our changing environment, said the challenge for us is "stewardship of land" (page 23).

*Mrs. Jackie Hoag, a Regina alderman and CPAC honorary life member, is a strong advocate of "Putting the 'I' in Involvement" (page 26). She defines community planning as "a capricious hybrid of professional zeal and creativity, political strategy and group pressures" and contends the whole process, to be successful, must be a team-effort.

What are your opinions?

A.T.P.

CPAC 1968 NATIONAL PLANNING CONFERENCE

EMPRESS HOTEL, VICTORIA, B.C., 6-9 OCTOBER

"Building Human Values Into the Community," the theme of this year's conference, re-emphasizes the fact that people are the most important element in the planning process. The program has been designed to give you ample opportunity to explore and discuss this vital topic with your fellow Canadians from across the nation.

Conference chairman William Kerr, CPAC's B.C. division chairman, reports that excellent speakers and panelists will help make the Victoria conference an outstanding event in the evolution of our Association. The team of volunteers pictured below has been working for months to ensure that this three-day meeting in British Columbia's beautiful capital city will be an experience you can't afford to miss.

All that is needed to guarantee its success is your attendance and active participation. Advance registrations are still being accepted by CPAC National Office. If you have mislaid the preliminary program and advance registration form mailed to you last June, you may obtain another from your nearest CPAC divisional office or by writing direct to National Office, 425 Gloucester St., Ottawa 4, Ont.

As in former years, hotel reservations for all delegates are being booked through CPAC National Office. Rooms at the Empress Hotel, conference headquarters, are being reserved on a first-come, first served basis. Overflow accommodation will be provided in the Queen Victoria Inn or the Executive House, both located within a block of the Empress.

Prior to the opening of the conference, CPAC's National Executive Committee will meet in Victoria on Saturday, October 5th and the National Council on Sunday, October 6th. The 1968 Annual General Meeting of the Association will be held on Wednesday, October 9th.

It is expected that the findings of two nation-wide surveys, conducted this year by National Council committees on membership and program development, will be helpful in workshop discussions on citizen involvement in planning. Hopefully, the conference will point the way to more effective Association action in achieving its long-term objective: improving the quality of the environment in which people live.

Registration fee for CPAC members is \$20, for non-members \$25, and for wives accompanying delegates \$10.

Wives of delegates are cordially invited to join in all conference sessions. In addition, a special boat trip around Victoria harbour and vicinity has been arranged for the ladies on Tuesday, October 8th.

An added incentive for eastern Canadian visitors is the post-conference tour of Vancouver on October 9th and 10th. This event is being sponsored by the Vancouver Town Planning Commission, who requests that you indicate on your advance registration form whether or not you plan to board their special bus for Vancouver at the conclusion of the Victoria conference.

CONFERENCE COMMITTEE:

Mr. John di Castri, chairman, CPAC Capital Region Branch; Mr. Reg Wilde, finance; Mr. Tony Roberts, tours and entertainment; Mrs. Kay Cumberland, ladies' program; Mrs. Elsie Shepherd, conference committee co-ordinator; Mr. Norman Worsley, exhibits; Mr. Glyn Jones, publicity. Mr. Don South and Mr. Wilfred Lougher-Goodey, absent when this photo was taken, are also on the committee.



GAITS: A Proposed Public Transit System for Canadian Cities

Text and Illustrations courtesy L. G. Grimble and Associates Ltd.

A GUIDED Automated Individual Transportation System (GAITS) for medium-sized Canadian cities (400,000 - 800,000 pop.) is the proposal resulting from an extensive two-year study into urban transportation problems. Sponsored by the City of Regina and supported by funds from the Canadian Council on Urban and Regional Research, the study was directed by Mr. L. G. Grimble, head of an Edmonton consulting engineering firm, and co-ordinated by Mr. W. G. Atkinson, general manager of the Regina Transit System.

The authors are of the opinion that the solution to urban transportation problems for middle-size Canadian cities does not lie in the construction of freeways and downtown facilities alone and that present transit facilities can not provide the balanced transportation plans necessary. The GAITS proposal endeavors to incorporate the best features of the systems studied and to overcome their disadvantages in order to arrive at a concept which will provide an optimum solution.

Major consideration of the study was toward the provision of a safe, convenient, all-weather and economical door-to-door movement of people and goods at reasonably high average speeds, on vehicles capable of operating both on a guided enclosed system and on existing city roads. Ideally, such an urban transit system must provide the following:

1. The flexibility, privacy, comfort and convenience of the private automobile.
2. Capacity adequate to handle 50% of the trips to the downtown in a city with potential growth to a total population of one million.
3. Reliable transportation, safer than the private automobile, at a cost competitive to that of transit service by a bus system.
4. A flexible and expandable system which would function efficiently at the various stages of the city's development, and be compatible with existing modes of transportation.
5. Relief to the problems of air pollution, traffic congestion, and downtown parking.
6. Good collection in the suburbs, good line haul at a reasonable speed, and an adequate downtown distribution service for the commuter and shopper.

The system meeting these criteria utilizes a network of enclosed guiding roadways for small, automated, electrically-driven cars for bi-modal operation, i.e., operated independently on city streets or directed automatically within the enclosed guideway system. Once on the guided system within the enclosed roadways, the electrically-driven vehicles would need no driver control, being routed by a computer to their destination with no intermediate stops. The vehicles could enter or leave the guided system at any suburban station in the system but not from the downtown stations.

Downtown stations would be located so that no part of the Central Business District would be more than 600 feet from a station. Outside the downtown area, suburban stations would be located as required but in no case would any part of the city be more than one-half to three-quarters of a mile from a station. The line haul at 30 mph non-stop would result in good average speeds. During a normal trip the vehicle would not leave the system. The passenger, upon arriving at his destination station, need not locate nor pay for parking, as the vehicle, being owned by the system, would remain in the system for use by another passenger. Empty vehicles would be directed by computer to points of demand, or stored within the system.

MOVEMENT OF PASSENGERS

Collection and distribution of passengers in the suburbs would be provided for in three ways:

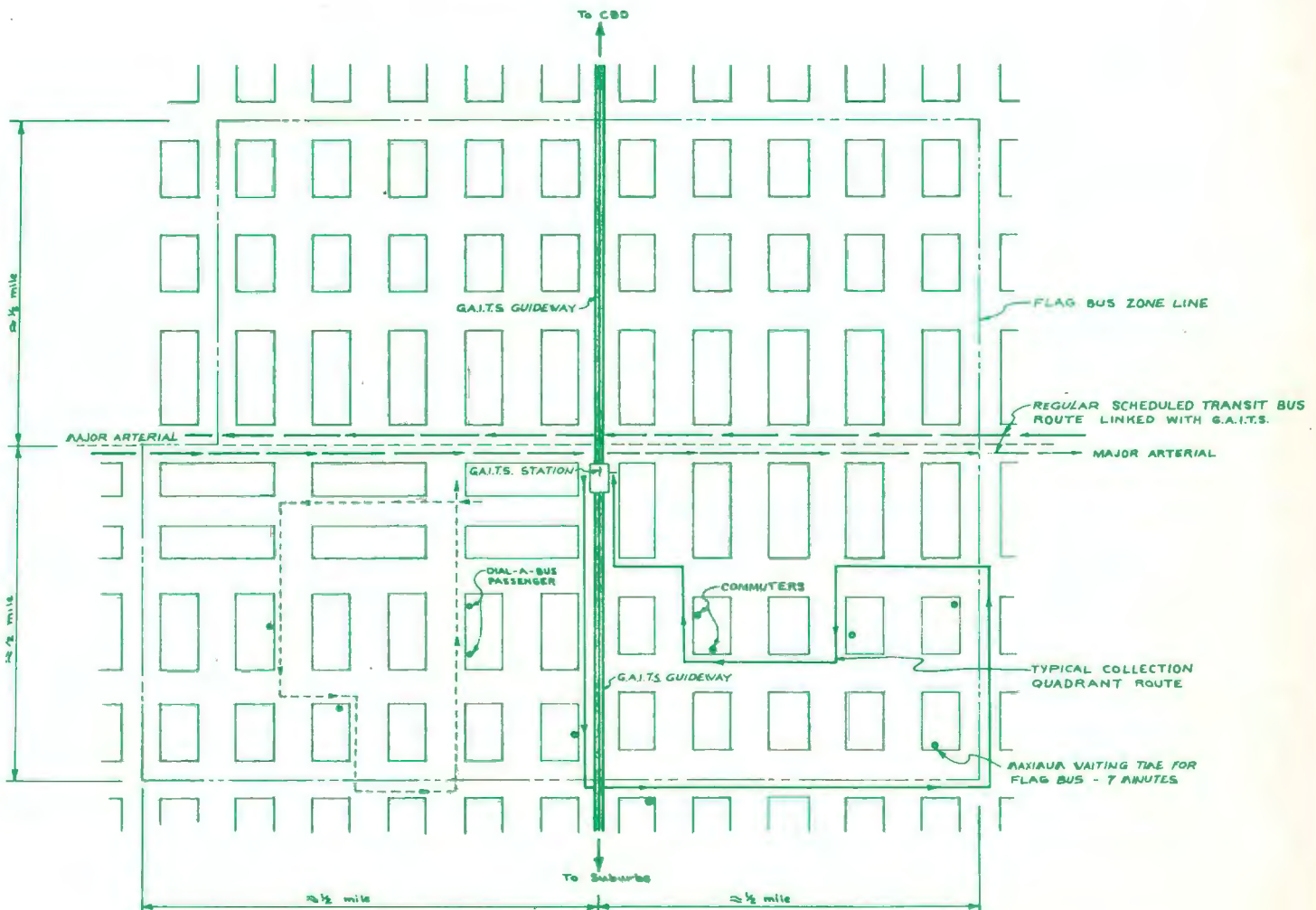
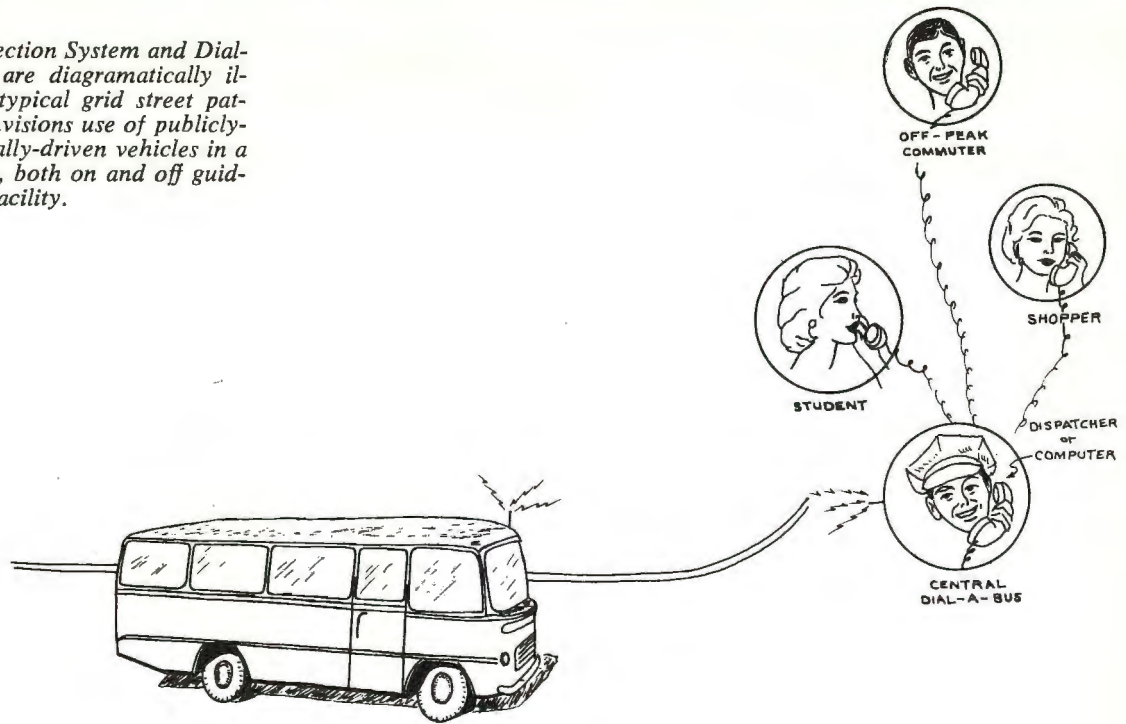
(a) Rented Vehicles

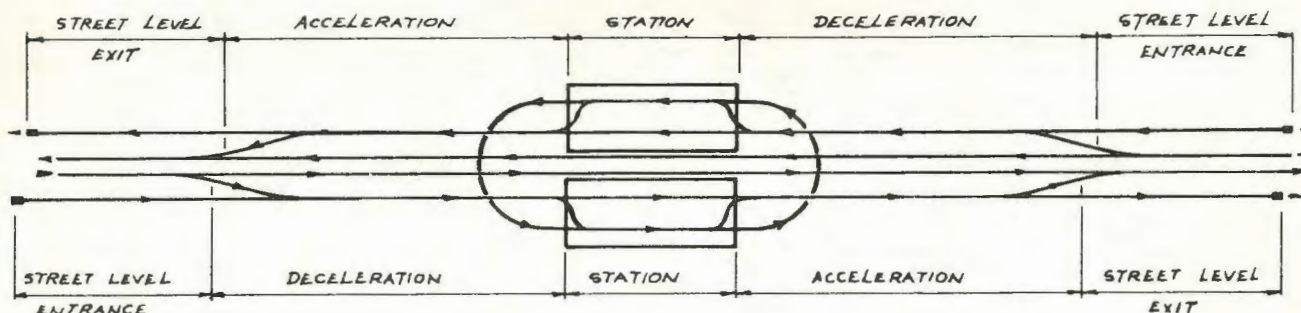
This method would occur when the commuter or transit passenger had elected to take home with him off the GAITS system one of its electric vehicles, which he would drive on the city streets from his home or point of origin, to a convenient GAITS station, and then drive the vehicle into the system for the guided portion of his trip.

(b) Flag-Stop Collection and Distribution Service

This would utilize a 10 to 12-passenger mini-bus which would travel on a predetermined route at scheduled times to pick up commuters who had registered for such a service. The Flag-Stop passengers would be delivered

Computer Collection System and Dial-A-Bus Service are diagrammatically illustrated on a typical grid street pattern. GAITS envisions use of publicly-owned, electrically-driven vehicles in a variety of ways, both on and off guided automated facility.





Suburban station lanes off GAITS mainline are shown in the above plan. Drawings on opposite page illustrate, in elevation and plan views, how vehicle enters guideway from street level (E) and how mainline traffic bypasses station lane at elevation (F). Once in guideway system, all vehicles are monitored by a central computer and guided non-stop to their pre-determined destinations via the best route.

to the nearest GAITS station to continue their trip on the guided automated facility. The return trip would be handled in the same way, the Flag-Stop bus loading at the GAITS station at a specific point and delivering the commuters to their homes on a fixed route, fixed schedule. Charges would be on a monthly pass basis.

(c) Dial-a-Bus Service

This would serve the shoppers, regular trip makers, and any off-peak riders desiring this convenience. The vehicle used would also be a 10 or 12-passenger mini-bus which would be summoned by telephone or hailed in the street. The bus driver would be directed from instructions received by a mobile radio-operated teleprinter in the bus. A buzzer system attached to the telephone would advise the passenger of the proximity of the bus, to allow the pickup to be made at an address without delay. The charges would be either cash or billed through the telephone system. The Dial-a-Bus passenger pickup service would deliver passengers to the GAITS station. Each bus would be allocated a specific district, which would vary in size depending on the demand. The system could thus operate with maximum efficiency at all hours. Distribution from the station to residences would be handled in a reverse manner. A signal from the GAITS vehicle while in the guided system could allow advance organization of the Dial-a-Bus distribution trip.

MOVEMENT OF GOODS

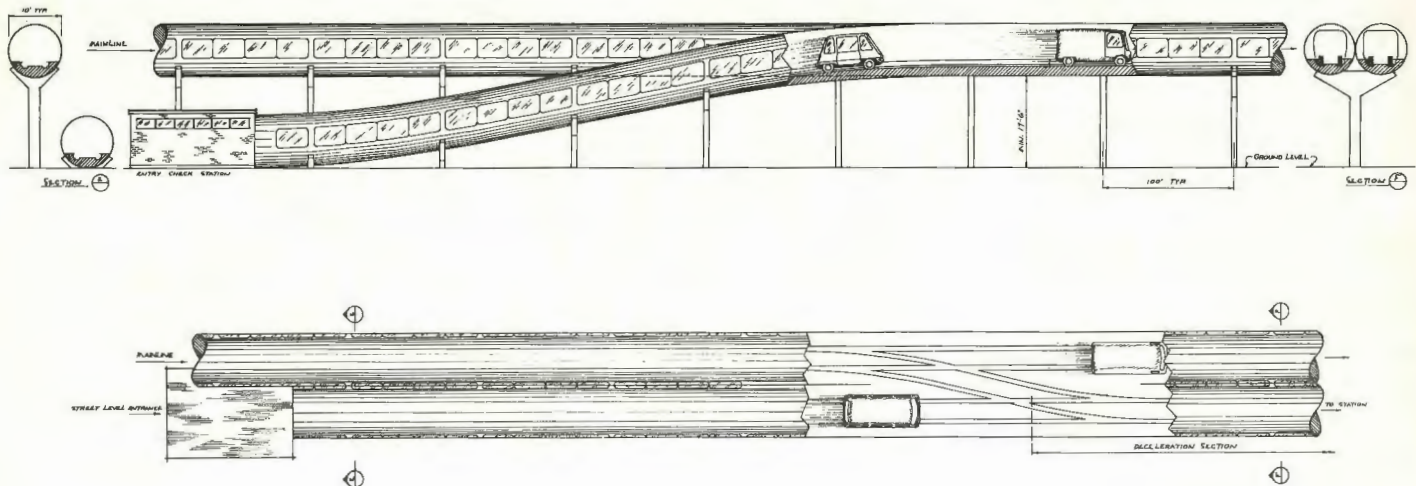
Transportation of goods would be by electrically-driven vans, which could be quickly loaded with standard modular units as presently used in the air freight

industry. The GAITS station would handle the pickup and delivery of the sealed vans during off-peak periods, using Flag-Stop bus drivers and Dial-a-Bus drivers for this work. The major portions of these trips would be within the guided system and only pickup and delivery would take place on the streets. Thus street congestion would be relieved, particularly in the downtown. The exchange of goods, particularly containerized goods, would be readily handled at railway express and freight terminals, inter-city bus terminals, and airports. A third type of vehicle, also for delivery of goods, would be a goods trailer unit which would be used primarily for goods movements from one station to another within the system, and off the system could be towed in trains. Such a method could be adapted to the garbage collection service to feed the city incinerator, using special trailer units. Similar applications could be used to transport mail, newspapers, and for bread and milk deliveries.

GUIDEWAY AND CONTROL

The essential element of the system is the guiding roadway, which would consist primarily of an elevated enclosed, single-lane tube approximately 8 to 10 feet in diameter, with windows or a tinted transparent plastic roof. This would allow full passenger visibility for the majority of the trip, although for some short sections of the system the tube may be at grade or in a tunnel. An enclosed tube is considered essential; to allow climate control for winter or summer operation, to eliminate the problem of snow and ice, to prevent interference with the riding surface, and to eliminate noise. Both the inside and the outside of the tube could be washed automatically. The elevated feature of the tubes would provide vertical separation to eliminate any conflicts with pedestrian or other traffic at any point.

Rights of way for the elevated structure could be located in the medians of freeways, along railway track-



age, or in a separate easement. The vehicle tubes could also be used to carry telephone lines, street lighting, or other city facilities. The system could be a tourist attraction since the automated ride in tubes with windows would permit a good view of the city without driver control or the stress of finding the way or controlling the vehicle in the congested downtown area.

When on the system, the cars, goods trucks and goods trailers would be guided mechanically as well as controlled electronically. The switching mechanism would be within the car and the guiderails would remain fixed.

Guidance would be by electronic computer. The passenger would punch buttons within the vehicle to designate the desired destination station number on the guideway system, the car doors would lock and the car would accelerate into the main stream of traffic at 30 mph after having sensed that a safe opening was available. The central computer would monitor all cars in the system and the guidance mechanism would automatically send each car to its station of destination by the best route. The trip would be non-stop since the mainline bypasses all intermediate stations. Should the passenger so desire, pressing a reject button could at any time terminate the trip at the next station. Computers would be able to reroute empty cars back for additional loads or to route them out of the way to parking storage either within the downtown or at some convenient location outside the downtown area. Parking could be either within the stations or in elevated or underground parking facilities.

CAPACITY AND PERFORMANCE

The loading of the system would be monitored by a computer to allow provision for the demands of each station, correlating vehicle arrivals with passenger volumes. Flag-Stop bus schedules would be coded into the computer program and the Dial-a-Bus pickup service would be monitored to predict passenger arrivals at

each station. Passengers entering the system would actuate a recorder which would allow the computer to better anticipate the loads at each station. Cars entering the guided system from the streets would be automatically recorded and also checked electronically for defects as they passed through the arrival check point at the station.

The car would be driven by two electric motors which would be wired independently so that one could operate the car adequately if necessary. If the central power supply failed, the cars would carry on operating by batteries when on the system. With the use of cellular tires, and axles supported by the guiding system, the problem of flat tires would be eliminated. All cars would have voice communication with the control center and in an emergency could contact the controller.

Mainline speeds have been set at 30 mph with a design capacity of 5,000 cars per hour, which could accommodate between 6,000 and 8,000 passengers per hour (equivalent to a 6 lane freeway). These volumes are consistent with peak hour demands in a city of 600,000 to 1,000,000 people, providing the downtown distribution configuration is properly designed.

CAPITAL AND OPERATING COSTS

The cost of implementing such a system in a city of half a million people would be approximately \$40,000,000. The system could be later expanded to look after the requirements of a city of one million people for a total capital cost in the order of \$100,000,000. Postponing the incorporation into the system of some of the automated refinements or the bi-modal feature, could considerably reduce the initial capital cost.

Registered passengers, by payment of a deposit, would be issued individual keys with which to operate the vehicles. The starting of a vehicle with a key would activate the charge mechanism of a meter within the



Guideway right-of-way in city suburbs.

vehicle. The charges to the user would be on a mileage basis while on the guided system, and at an hourly rate when off the system. Two types of keys would be available, one type to be issued to qualified drivers and which would allow the vehicle to be taken off the system, the other type issued to children or persons without a driver's license and which would not allow the vehicle to leave the guided system.

Fare collection would be on an equitable basis since the cost recorded by the meter would be related to the miles travelled on the guided system, or to the miles travelled and hours of time while the vehicle was off the system. A fixed nightly charge would be used for the off-peak period from 7 p.m. to 7 a.m., plus a charge per vehicle mile. The fares recorded by a meter within the vehicle would be read by a central computer, with subsequent billing through the city facilities. Cash fares for individual trips would be by automatic ticket machines. A calculation of the cost of an installation in a city of 500,000 indicates that fares would be approximately equal to those presently charged by a basic bus system or express bus system.

ADVANTAGES OF GAITS

The GAITS system has a major advantage in that it gives to the transit rider a faster and more pleasant trip from home to destination than existing diesel or trolley bus system, the trip from station to station being non-stop with a high average speed. The service is frequent with cars immediately available at the stations with no waiting involved. The cost of a ride would be similar to that of a transit bus trip on existing systems but would be graduated according to the length of the trip. Vehicle sharing by passengers would reduce this cost. Using the system for movement of goods as well as passengers would increase revenues and thus permit lower passenger fares.

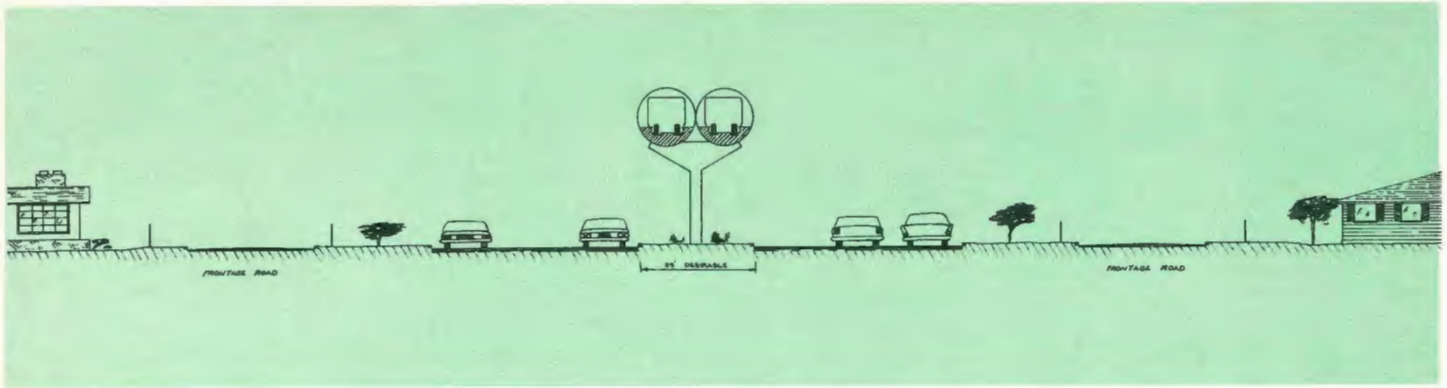
For the person who can afford to pay for door to door service, the system offers convenience equal to or

better than that of the automobile without the parking problem in the downtown, and at a lower cost due to the high usage per vehicle and no parking charges. The parking problem and downtown congestion would thus be relieved by attracting some of the automobile drivers out of their cars. Congestion would be further reduced in that a certain amount of freight and express shipments normally taken by trucks on city streets, could be handled automatically by the system. The values of property adjacent to the system would be enhanced.

The electric vehicles produce no fumes and travel in an enclosed tube, and thus do not contribute to pollution. Such features as a private ride, convenience, individual control, prompt service, no standing or transferring, reliability, comfort, and baggage accommodation would make the system highly acceptable to the public. Moreover, the system would be as safe as modern technology permits, in that the cars would run in one direction only in enclosed tubes, and would be protected by proximity switches and fail-safe steering and braking systems.

The system could be started in a medium-sized city with a low capital expenditure and be expanded as the city grows. In contrast, modern fixed rail rapid transit facilities cannot be installed until cities are large enough to justify them, at which time transit use has dropped or the downtown may have deteriorated or freeways constructed to detract from the possibility of improved transit facilities.

Operating costs would be low since the system is largely automated and could be run with a minimum amount of labour. Vehicle utilization would be higher than with private automobiles since each individual car would make many trips a day starting with the worker, then handling shoppers and later being used again to return the commuters and serve evening traffic. Service could be provided on a 24-hour basis, with a skeleton staff during off-peak hours.



Guideway right-of-way on freeway median.

DISADVANTAGES

One disadvantage of the system is that its use is primarily restricted to urban areas. However, if high speed inter-city movements were integrated with the system, the interfaces could be arranged to permit ready transfer from the small shopper-commuter guided vehicles to high-speed guided vehicles which would also travel in tubes. These latter vehicles would connect large cities to give similar individual, safe, automated, high speed transportation with good transfer at both ends of the trip.

Another disadvantage stems from aesthetic considerations. Since with the individual cars the problem of confinement would be greater than with conventional subway system, it appears essential that the majority of the system should be elevated and thus only short sections at a time would be enclosed or in subways. The aesthetics of tubes such as described are difficult to visualize. Careful planning could provide for placing the tubes in medians of future freeways, or their incorporation into railway rights of way where their presence would cause little or no objection. In the downtown they could be incorporated into new building construction, or constructed at mid-block.

A further disadvantage is the possibility of overloading parts of the system from time to time. This could occur once or possibly twice a year in the case of special events, such as downtown parades, which could produce an exceptional overload surge. At these times the public would be required to queue, waiting their turn for cars, and the station indicators would keep them advised as to the waiting period for cars to the station. However, the city would also have a basic system of diesel buses with some standbys for these peak loads.

The city anticipating population growth to beyond one million would have to provide for the time when it has exceeded the optimum size to be served by a GAITS system and plan to eventually build additional rapid transit facilities. At this time the GAITS system

would continue in operation for feeder lines and downtown distribution.

CONCLUSION

Calculations indicate that the GAITS system could comfortably and profitably handle the transportation demands of a city of 700,000 without additional transit facilities. With some bus service to and from downtown the system could comfortably handle the daily transit movements in the city to a population of over one million. The technology necessary to put the system in operation is now in existence.

The concept is particularly applicable to a rapidly growing middle-size Canadian city. Most Canadian cities have not yet expended large sums on the construction of freeways and do not have the Interstate Highway System nor liberal State funds available to them as do their American counterparts. In the United States, construction of freeways is made financially preferable to expenditure on transit facilities.

Recent technology has made the GAITS System feasible. Implemented now in middle-sized Canadian cities, it would favourably complement and influence the construction program of the inevitable freeway network in three ways:

1. The ultimate traffic demand on the physical capacity of the freeways would be reduced, i.e., fewer lanes would be necessary.
2. The priorities of implementation of a freeway network could be advantageously changed, i.e., a GAITS line into a low income, high density residential area could forestall for some years the construction of a freeway into that area.
3. The implementation of a complete GAITS network could change the staging of the total freeway network and still maintain a high level of traffic service, i.e., a 20-year freeway program could be stretched out over a 30-year period or longer.

Politique auto-routière: Le péage, une solution?

Par GILLES P. VERRONNEAU,
Editeur, "Génie-Construction"

*Photos gracieuseté de
l'office des Autoroutes du Québec*

LE BESOIN croissant pour un plus grand nombre et de meilleures routes principales dans le Québec, ainsi que la fluctuation des fonds publics disponibles à cette fin, rend nécessaire cette discussion des problèmes auxquels font face tant bien le gouvernement que l'industrie de la construction routière.

Les entrepreneurs routiers ont tous leurs oeufs dans le même panier. Ils dépendent presque exclusivement d'un seul donneur d'ouvrage, le ministère de la Voirie. Si ce dernier dispose de grosses sommes d'argent pour investir dans la construction routière, tout le monde s'en porte bien. Les entrepreneurs font de bonnes affaires; leurs ouvriers travaillent à plein temps abaissant ainsi l'indice du chômage, les fournisseurs voient leurs inventaires rouler rapidement et tout le monde est heureux.

Si, par contre, l'argent fait défaut, pour une multitude de raisons, on assiste alors à la situation qui prévaut actuellement: stagnation dans l'industrie de la construction routière; immobilisation d'équipement que les prêteurs n'osent même pas reprendre car ils ne sauraient qu'en faire eux-mêmes. Mais la situation des individus n'est pas encore irrémédiable puisqu'ils ont toujours la chance d'aller tenter fortune à l'extérieur et attaquer des marchés étrangers, soit d'une autre province et même d'un autre pays. Ce qui est plus sérieux c'est à la fois le retard que l'on prend dans le développement de notre réseau routier ainsi que la perte en investissements que cela représente par l'hésitation que certaines entreprises auront à venir s'installer au Québec plutôt qu'ailleurs. Il faut donc lancer le cri d'alarme: la construction routière ne doit pas connaître de ralentissement. Il faut la relancer de façon urgente.

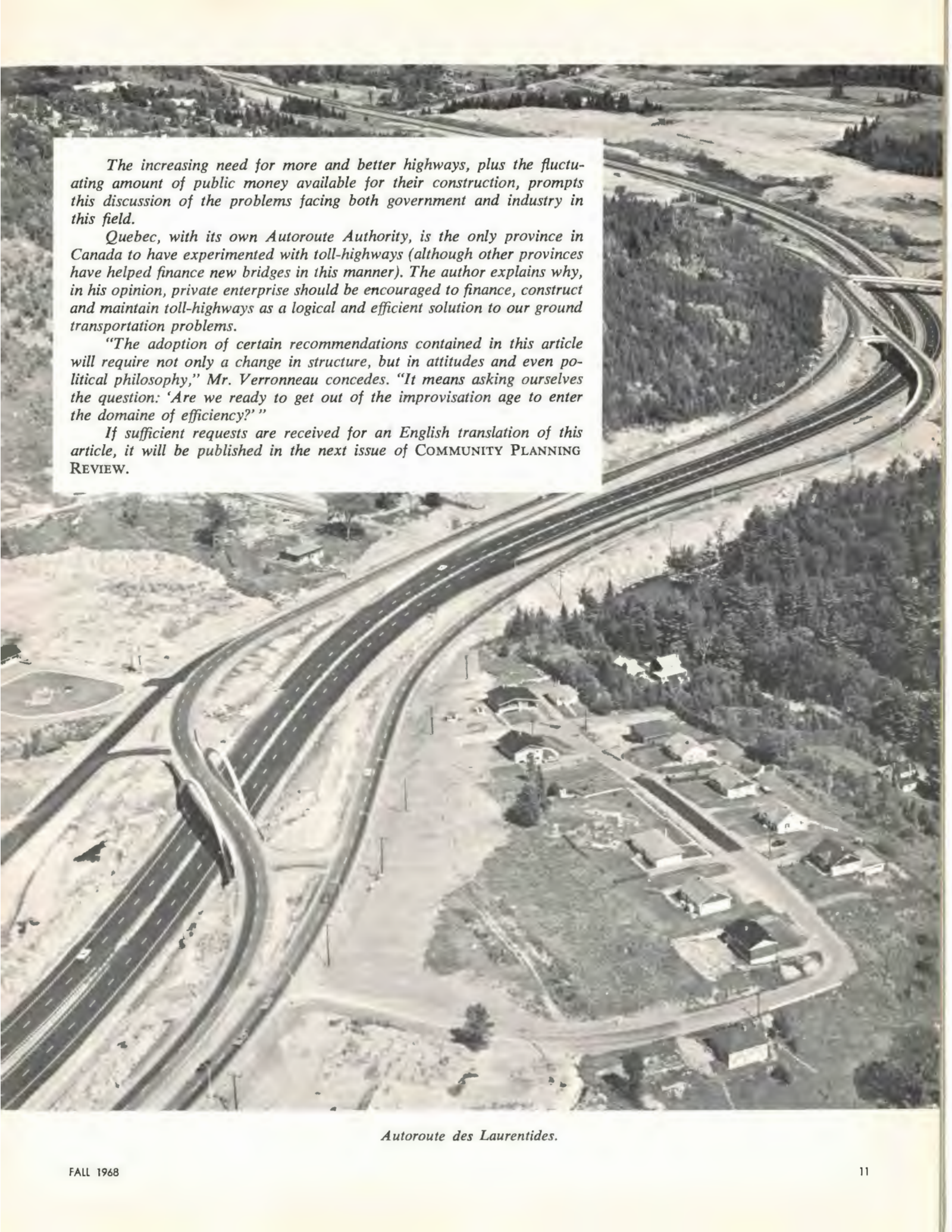
Sommes-nous rendus au bout de notre souffle? Il semble que oui. Et pourtant il faut jeter un coup d'oeil sur quelques statistiques pour voir l'évolution qui s'est faite au cours des 10 dernières années. Grâce à la généreuse collaboration du service de l'information du ministère de la Voirie, nous avons pu colliger des statistiques comparatives pour la période 1957-1966. De 1957 à 1966, le budget d'investissement de la voirie, construction et réfection, a presque triplé passant de \$52,410,444.68 à \$145,457,845.19. Tenant compte de la mise en chantier de la route Trans-Canada et des Autoroutes, le réseau routier, au cours de la même période, s'est accru de 2,668 milles, passant d'un total de 43,750 milles en 1957 à 46,418 en 1966, soit une

augmentation de 6.09 p. cent. Cette courbe ascendante a abouti à Expo 67, avec le dernier tronçon majeur inauguré au mois de juin 1967 sur l'autoroute Rive-Nord. Et depuis, nous marquons le pas.

Il convient de reprendre ici le thème que le président de l'Office des Autoroutes du Québec avait popularisé il y a quelques années pour faire comprendre à la population l'importance de l'effort que le Québec faisait alors pour moderniser son réseau routier: les routes sont les artères qui alimentent le corps qu'est le Québec. Il ne faut donc pas les négliger et surtout s'assurer qu'il y en a suffisamment pour amener chez nous le développement industriel nécessaire à notre survie.

Autre raison pour ne pas arrêter le rythme de construction: les besoins de la population augmentent au lieu de diminuer. Si on part du principe que la route crée le trafic, on doit admettre que plus il y a de bonnes routes plus la densité du trafic augmente. Le parc automobile subit le même sort. "En 1956, il y avait dans le Québec 844,827 automobiles et, en 1965, 1,480,743, soit un indice d'augmentation de 1.75 en l'espace de 9 ans." Comparativement, l'indice d'augmentation de l'Ontario pour la même période a été 1.47 seulement et la moyenne nationale s'établit à 1.57. L'automobile n'est plus un objet de luxe réservé aux privilégiés mais un outil de travail essentiel. Il faut être également en mesure d'assurer aux compagnies de camionnage des routes modernes qui rejoignent les points névralgiques du Québec. Et que dire du trafic touristique que l'on attire maintenant chez nous presque à l'année longue?

Comment en sommes-nous arrivés là? Aux sommes destinées à la construction de nouvelles routes viennent s'ajouter celles du coût de l'entretien et de la réfection. L'équipement et la main-d'oeuvre sont plus dispendieux et la Voirie doit y consacrer des sommes énormes. De plus, la Voirie n'est plus seule à être dotée d'une gourmandise insatiable pour l'argent des contribuables. De nouvelles priorités on fait leur apparition. Depuis la fin du second conflit mondial, les gouvernements, et celui du Québec ne fait pas exception, se sont vus pressés par l'opinion publique pour fournir un nombre sans cesse croissant de services publics; l'éducation est actuellement un sujet d'une brûlante actualité, la santé et le bien-être social, les



The increasing need for more and better highways, plus the fluctuating amount of public money available for their construction, prompts this discussion of the problems facing both government and industry in this field.

Quebec, with its own Autoroute Authority, is the only province in Canada to have experimented with toll-highways (although other provinces have helped finance new bridges in this manner). The author explains why, in his opinion, private enterprise should be encouraged to finance, construct and maintain toll-highways as a logical and efficient solution to our ground transportation problems.

"The adoption of certain recommendations contained in this article will require not only a change in structure, but in attitudes and even political philosophy," Mr. Verronneau concedes. "It means asking ourselves the question: 'Are we ready to get out of the improvisation age to enter the domaine of efficiency?'"

If sufficient requests are received for an English translation of this article, it will be published in the next issue of COMMUNITY PLANNING REVIEW.

Autoroute des Laurentides.

pensions de toutes sortes viennent drainer le trésor public des fonds habituellement destinés à la construction de routes.

Ce drainage est parfaitement justifiable dans le contexte dans lequel nous vivons; notre société affluente doit se départir de ses deniers pour assurer un certain bien-être aux moins bien favorisés; la démocratisation de l'enseignement ne peut attendre mais ne peut se faire non plus avec des prières. De sorte que de nouveaux besoins sont subitement devenus essentiels au détriment de ceux dont la satisfaction est également essentielle si on veut assurer adéquatement la réalisation des premiers. Autrement dit, pour avoir les moyens de se payer l'enseignement gratuit ou généralisé, la santé, l'hospitalisation, les pensions, etc. . . . il faut assurer les services de base qui devraient attirer ici les générateurs de fonds, c'est-à-dire les industries nouvelles. Et celles-ci élargiront de s'établir au Québec qu'à condition que ses centres industriels soient adéquatement desservis par un bon réseau de communication, et ceci implique d'abord les routes.

Les besoins augmentent mais non les revenus. Comment concilier alors la réalisation de ces besoins si chers au public et aux politiciens, mais pour des raisons différentes? On ne peut nier les besoins de la population qui sont fonction de son évolution: par contre, pour assurer la satisfaction de ces besoins, l'évolution de notre réseau routier est vitale. Devant un fait évident, celui de l'augmentation des exigences financières du Québec par rapport à des revenus qui demeurent sensiblement les mêmes, il faut chercher une solution dans le sens où la construction routière sera assurée de suivre son évolution sans empêcher la progression dans les autres secteurs.

La solution: le péage. Nous n'avons rien inventé. Comme disent les anglais: "you can't beat success". Les américains, les italiens et même les français dans une moindre mesure, y ont eu recours. Dans les deux premiers cas, les résultats sont là pour montrer avec quel dynamisme la construction d'autoroutes modernes a été non seulement accélérée, mais tout simplement réalisable grâce au péage.

Il s'agit là d'une polémique où les intérêts politiques risquent de démolir les raisonnements les plus logiques. Et il faut bien l'admettre, dans le climat politique du Québec, les meilleures solutions risquent d'être reléguées aux oubliettes si leur mise en force met en péril le poste de député de leur promoteur.

Contrairement à ce qu'on veut bien dire, le Québec n'est pas suréquipé en routes. Qu'il s'agisse d'autoroutes ou de simples routes de première classe, il reste encore beaucoup à faire, sinon à refaire.

Advenant un sursaut d'agressivité du ministre de la Voirie auprès de son confrère des finances et l'acceptation du principe qu'il faut accélérer la mise en chantier de nouveaux tronçons de route, il semble qu'on ait guère d'autres alternatives que d'augmenter certaines taxes, notamment celle sur l'essence. Il s'agit là d'une mesure pour le moins impopulaire et avant de s'y soumettre, on cherchera certainement une meilleure raison pour mieux faire avaler une telle couleuvre à la popu-

lation. D'autant plus que celle-ci risque de s'imaginer que les argents perçus de l'automobiliste lui reviennent automatiquement sous forme de meilleures routes, ce qui est loin d'être le cas. De plus, voudrait-on le faire, qu'on rencontrerait une foule d'obstacles dont nous parlerons plus loin.

L'alternative à la première solution est donc de dégager une partie des fonds que la Voirie affecterait normalement à la construction d'autoroutes en laissant ce travail à un ou des organismes indépendants oeuvrant sous le contrôle de l'Etat. C'est à ce moment que le péage entre en ligne de compte et il faut maintenant expliciter clairement les applications possibles du recours au péage et ses limites évidentes.

Un moyen et non une fin. L'Etat ne doit pas imposer un péage sur une route, un pont ou un tunnel en vue d'accroître ses revenus mais uniquement pour financer la construction et l'entretien d'un ouvrage en particulier. Le péage n'est justifié que dans la mesure où un besoin routier a été clairement établi à la suite d'études de circulation. Le péage permet une forme de financement assurant de réaliser immédiatement les travaux qu'on devrait autrement retarder indéfiniment faute de fonds.

Les adversaires du péage sont d'une virulence excessive. Qu'il s'agisse d'opinions recueillies dans le public ou parmi les hauts fonctionnaires du gouvernement, on rencontre une opposition qui prend souvent l'allure d'une croisade. Les tenants du péage, par contre, semblent incapables de comprendre qu'on soit si peu réceptif à des arguments qui relèvent d'une saine logique.

L'objection la plus répandue contre le péage sur les autoroutes est qu'il constitue une **double taxation pour l'automobiliste**; celui-ci paie déjà des taxes sur l'essence, les permis de conduire, les enregistrements de véhicule, en plus de la taxe de vente sur les automobiles et les pièces, et ne devrait pas déboursier pour circuler sur aucune route que ce soit. Il est bien évident que l'automobiliste, comme monsieur tout-le-monde, prend l'existence de routes modernes, pour acquis, comme un service qu'il n'a même pas à demander et que l'Etat n'a qu'à lui fournir à même les taxes qu'il perçoit.

Autre objection, et qui vient surtout de certains politiciens. Nous nous offrons des routes **trop luxueuses pour nos moyens**; après tout il ne faut pas avoir la phobie de la sécurité routière et avec les argents dépensés dans le passé on aurait pu construire encore beaucoup plus de routes qu'on ne l'a fait.

Du côté de certains fonctionnaires de la Voirie, on affirme tout simplement qu'on n'a pas besoin du péage au Québec comme moyen de financement. Il n'y a pas de péage en Ontario, pourquoi en avoir chez nous. **Qu'on remette à la Voirie l'argent perçu par les taxes** directement générées par la route et on aura toutes les autoroutes dont on a besoin.

Toujours chez les mêmes gens, on n'hésite pas à invoquer certaines enquêtes faites par le service de la circulation de la province et par lesquelles on en est venu à établir le **coût réel d'un gallon d'essence** pour



*Vue Aérienne du poste de péage
de Prévost sur l'Autoroute des Laurentides.*

l'automobiliste voyageant sur une autoroute québécoise. Apparemment, si ces chiffres étaient connus, la cote d'amour des automobilistes québécois pour les autoroutes baisserait radicalement.

Toujours dans la même veine, on affirme que nos autoroutes **ne sont pas rentables**, qu'elles ne font même pas leurs frais. Alors pourquoi continuer selon le même mode de financement?

Du côté financier, certains reprochent à ce système d'être **très dispendieux**, surtout si on pousse l'idée de laisser un organisme autre que le gouvernement émettre des obligations remboursables à même les revenus de la route ainsi financée. Il y a paraît-il trop de monde à payer et les intérêts d'un tel organisme peuvent ne pas coïncider avec ceux du gouvernement.

Enfin, pour mettre un terme à une liste d'objections qui souvent n'en sont pas, plusieurs officiers du ministère trouvent intolérable l'idée que la notion de **sécurité, confort, qualité, efficacité, économie**, soit exclusivement associée à l'autoroute à péage et non aux routes construites par le ministère.

Pourquoi pénaliser toute la population? Il ne faut pas oublier que la base du principe de l'autoroute à péage doit demeurer le choix libre que l'automobiliste peut

faire entre payer une certaine somme pour utiliser une route déterminée ou circuler sur une route alternative. Car, en fin de compte, on ne construit pas les autoroutes dans le désert. Leur raison d'être est habituellement de décongestionner une artère existante. Il en ressort donc que l'Etat peut ainsi disposer de l'argent nécessaire pour améliorer une route desservant un trafic local tout en autorisant le maintien d'une autoroute à péage, adjacente. Il est beaucoup plus juste de faire payer l'utilisateur immédiatement pour un service qu'il reçoit immédiatement que de pénaliser l'ensemble de la population en haussant les taxes pour réaliser une construction à usage régionalisé. D'où on peut dire, qu'en fait, il faut démolir rapidement le mythe des routes gratuites. Il n'y a rien de gratuit en ce bas monde et, directement ou non, c'est toujours le contribuable qui paie.

Nos routes sont-elles trop luxueuses pour nos besoins? On n'a qu'à consulter les récentes statistiques pour constater la diminution sensible du nombre d'accidents sur les routes du Québec. Abstraction faite de l'élément humain, il tombe sous le sens que le fait de circuler sur des routes à accès contrôlés diminue grandement les risques d'accidents. Les accidents rou-

tiers sont dispendieux autant pour l'Etat que pour l'individu.

A ceux qui prétendent que le Québec n'a pas besoin du péage puisqu'il touche déjà d'énormes sommes de la route, sous forme de taxe, il faut répondre qu'ils ont raison mais qu'il y a plusieurs autres ministères au Québec qui puisent à même ces fonds.

Il n'est pas impossible d'affirmer que l'affectation exclusive à la Voirie des argents directement générés par la route viendrait soulager sensiblement les problèmes budgétaires du ministre. Il faudrait quand même y ajouter un subside; c'est ce qui se fait en Californie. Mais nous ne sommes pas la Californie où le seul budget de la voirie est aussi élevé que celui du gouvernement du Québec; donc cessons de rêver. Il ne faut pas oublier qu'on ne règle pas un problème en en créant à d'autres. Il y a les ministères sans revenus et ce sont ceux qui coûtent le plus cher à la province. Pensez à l'éducation, au Bien-Etre social, et à d'autres qui puisent à même le fonds consolidé de la province alimenté entre autre, par les argents provenant de la taxe sur l'essence. Pour affirmer que la taxe générée directement par un produit devrait aller exclusivement au ministère responsable, il faudrait alors affecter la taxe sur les tabacs à la recherche sur le cancer des poumons, celle sur les boissons à l'institut Domrémy, et ainsi de suite.

Le coût de la circulation sur nos autoroutes amène le prix d'un gallon d'essence à près de 0.80 cents. C'est ce qu'on dit sous le manteau mais qu'on n'ose affirmer en public. Comment arriver à un tel chiffre? Calculez la moyenne de consommation d'une voiture moyenne américaine qui fait à peu près 15 milles au gallon, multipliez par le .02½ cents du mille qu'il en coûte pour circuler sur l'autoroute et ajoutez le tout au prix de l'essence. Par contre, combien y a-t-il de Canadiens qui calculent le coût de leur consommation d'essence lorsqu'ils voyagent et qui se laissent arrêter par une telle affirmation. S'il y avait tant de monde qui s'intéressait à ce problème, les ventes de voitures qui brûlent de l'essence comme si c'était de l'huile à chauffage devraient baisser au profit des voitures européennes qui font jusqu'à 40 milles au gallon et au-delà. Le fait est que les statistiques de l'Office des Autoroutes indiquent non seulement une augmentation constante des usagers, mais même l'approche d'une saturation certaine sur l'Autoroute des Laurentides. Si on donne du service, le consommateur paiera, en autant que le prix soit juste et raisonnable.

Si, à prime abord, nos autoroutes existantes ne paraissent pas faire leurs frais, c'est qu'on a complètement faussé les règles du jeu. Le péage demandé sur nos autoroutes a été déterminé d'après des rapports de rentabilité établis en fonction d'une longueur déterminée de routes à construire. A partir du moment où on oblige l'Autoroute à assumer des charges dont elle n'a pas prévu le coût et dont elle ne retire pas de revenus, l'équilibre financier est brisé. C'est pourquoi l'Office des Autoroutes a construit 209 milles d'autoroute dont 157 milles seulement est à péage, donc génératrice de

fonds, il y a donc 52 milles d'autoroute dont la dette incombe à l'Office; si on évalue la construction de ce type de route à \$1½ million du mille, il est assez facile de trouver pourquoi l'Autoroute ne fait pas ses frais. Cette dette additionnelle vient de la construction des alimentateurs. Encore là, on pourrait lancer un beau débat afin de savoir sous quelle juridiction la construction de ces "feeders" devrait tomber. C'est simplement déplacer la question. Il faudrait plutôt parler de planification. Et là, des réponses demeurées célèbres ont été données aux entrepreneurs.

A l'item coût de construction et de financement, il y en aurait long à dire. Disons simplement que le système possède ses cautions inhérentes qui garantissent contre les aventures financières. Après tout, avant d'aller sur le marché financier, il faut tout prévoir. Le coût de la construction doit être épluché; celui de l'expropriation également; la durée des travaux aussi car il ne faut pas oublier que les intérêts courent à partir du moment où le prêt est accordé alors que les possibilités de remboursement n'existeront qu'une fois la route ouverte à la circulation, d'où intérêt à ne pas lambiner pendant la construction. Du côté administration, l'organisme responsable doit être géré comme une compagnie publique qui doit rendre des comptes à ses actionnaires, qu'il s'agisse du gouvernement, du public ou des deux à la fois. Prenons un seul exemple: en dépit de l'augmentation des postes de péage sur les trois autoroutes, le personnel du service de la comptabilité de l'Autoroute n'a pas sensiblement augmenté. Aurait-on pu en faire autant avec un service gouvernemental? En théorie oui, mais en pratique, c'est autre chose.

Quant au dernier objection, on ne peut s'empêcher de voir poindre un brin de jalousie. Et c'est bon. Après tout, la compétition n'a jamais fait de tort à personne. La qualité n'est pas l'apanage exclusif des autoroutes; les routes du ministère peuvent également s'en réclamer. La route Trans-Canada au Québec en est la preuve. Mais le fait d'être en compétition avec une équipe de gens entreprenants qui prétendent faire mieux avec moins, sert à stimuler les énergies. A moins qu'on ne préfère éliminer la compétition tout simplement.

Faites-le maintenant. C'est exactement ce que le financement de construction de route à partir du péage permet de faire. C'est là le plus grand avantage pour ceux décidés à accomplir quelque chose.

La notion de péage présuppose évidemment un mode de financement qui peut intéresser l'investisseur parce que la perception d'argent garantit ainsi le remboursement d'un emprunt. L'Etat applique ses fonds à la construction de nombreux objets servant à la réalisation et à l'exécution des fonctions de chaque ministère. On construit des édifices pour la justice, la santé, l'administration de la chose publique; on construit également des routes.

Il est assez difficile de concevoir qu'un palais de justice, un bureau de poste, ou autres édifices du genre puissent générer un revenu servant à rembourser le coût de construction de l'ouvrage en question. Mais

cela peut très bien se faire dans le cas d'une route. Une route peut être administrée comme une entreprise d'affaires et faire ses frais.

Si le principe est alors appliqué intégralement et honnêtement, tant du point de vue financier que technique, on peut alors soulager sensiblement le budget d'emprunt de la province et, sans pour autant diminuer le budget de la voirie, lui permettre, avec l'argent ainsi épargné, de soulager des besoins pressants dans des régions où il faut des routes, certes, mais pas des autoroutes.

L'avantage principal est celui de l'achat d'argent en grande quantité. La négociation d'un emprunt massif sur le marché des obligations règle la question d'une autoroute d'un seul coup. On est ainsi assuré que le projet se fera dans son entier, dans une période de temps déterminée au lieu de se faire au gré des vicissitudes de la politique. Par exemple, on ne prévoyait relier Sherbrooke à Montréal à l'aide d'une route à accès contrôlés qu'en 1975 alors qu'avec le principe de l'autoroute à péage, ce projet a été avancé de 10 ans.

Tout le monde sait que la majorité des routes sont construites une section à la fois; on ne les termine que plusieurs années plus tard après que les fonds nécessaires aient été filtrés à travers la procédure parlementaire et après avoir surmonté les obstacles politiques et les changements dans les priorités gouvernementales.

L'impact industriel que peut avoir un projet routier mené rondement et mis en service dans le plus bref délai possible est énorme. Sur l'île de Montréal, on a vu l'effet que la route Trans-Canadienne a eu sur la partie ouest où les parcs industriels ont poussé comme des champignons. On a dû accélérer la construction de cette route à cause d'Expo 67 mais n'eût été cette échéance, où en serait les travaux? D'ailleurs, on peut se demander sincèrement pourquoi on n'a pas essayé de trouver une solution où le péage aurait été considéré et employé. Cela aurait évité d'engloutir les budgets de la Voirie dans la région montréalaise uniquement, au détriment du reste de la province.

Qui construira? C'est là la grande question. L'Office des Autoroutes du Québec a été mis sur pieds avec mission de construire et d'administrer les autoroutes à péage. Par contre, le ministère de la Voirie préférerait tout centraliser sous son autorité et, à plusieurs occasions, on a pu constater la rivalité qui existe entre les deux organismes. Cette rivalité relève autant de querelles de principes que d'animosité basée surtout sur des conflits de personnalité.

Du côté de l'Office, on prétend que le système que nous avons ne peut faire autrement que d'y créer un sentiment d'insécurité puisque chaque changement de gouvernement risque d'apporter des mutations de personnel et l'imposition de créatures du gouvernement. Il en résulte une certaine paralysie qui découle de l'ingérence du gouvernement qui se manifeste de diverses manières. Même si la nomination d'hommes du gouvernement se fait avec un souci sincère de compétence allié à la fidélité au parti au pouvoir, il n'en demeure pas moins que le risque demeure qu'on se contente de

placer ses hommes sans se préoccuper outre mesure de leur compétence.

Cette situation n'est pas particulière au Québec et, aux Etats-Unis, plusieurs "Authority" ont été aux prises avec ce problème. Il est assez difficile de concilier l'efficacité de l'entreprise privée avec le souci de caser son monde en récompense de services rendus au parti ou simplement pour contrôler un organisme qu'on ne tient pas particulièrement en odeur de sainteté.

Organisme bipartite. L'Illinois State Toll Highway Commission était pris avec le même problème où à chaque élection on voyait apparaître les hommes du gouvernement nouvellement élu. On a solutionné le problème en modifiant la nature du conseil d'administration. Ainsi, sur le total des membres du conseil, certains sont devenus membres ex-officio et il s'agit de hauts fonctionnaires de l'état. Dans le cas du Québec, il serait plus sain par exemple que le ministre des finances, le ministre de la voirie ou certains fonctionnaires de la Voirie soient membres ex-officio du conseil d'administration de l'Office: les autres seraient recrutés dans l'industrie selon leur compétence, et l'ensemble de ce conseil élirait son président. Pour assurer que le conseil d'administration fasse réellement son travail et que chaque membre assume ses responsabilités, la rémunération ou le salaire pour l'assistance aux réunions en serait déterminée selon un système de jetons de présence. Ainsi on s'assurerait de l'intérêt des membres et on éviterait d'avoir sur le conseil des individus qui ne rechercheraient que l'honneur d'être membre du conseil d'administration de l'Office sans pour autant vouloir en assumer les responsabilités et le travail.

Une telle solution rendrait l'Office plus flexible et la dégagerait des contingences de la politique; la présence sur le conseil de membres du gouvernement qui y auraient des responsabilités assurerait que les projets de l'Office se situent en deçà du plan d'ensemble de la Voirie du Québec.

Conclusion. La mise en force de certaines recommandations contenues dans cet article demandera non seulement un changement de structures mais surtout d'attitude et même de philosophie politique. Il s'agit de se poser la question: sommes-nous prêts à sortir de l'ère de l'improvisation, pour entrer dans le domaine de l'efficacité? Cette notion d'efficacité fait appel à la logique, notion particulièrement française, et il est faux qu'une trop grande importance attachée à l'efficacité est contraire à notre héritage culturel, au génie français dont nous nous réclamons à grand cri.

Les problèmes économiques et financiers qui nous assaillent devraient suffire à mobiliser toutes nos énergies et toute notre compétence. Placés dans une situation où nous avons à choisir entre le progrès routier et le recul, prenons avantage du fait que nous sommes acculés au mur pour donner le coup de barre nécessaire vers une solution moderne, efficace et rentable de nos problèmes routiers. Dans ce domaine, seul le résultat compte. Et, pour obtenir une industrie routière dynamique, nous disposons des outils nécessaires. A nous de les employer efficacement.

NEWS, VIEWS, AND NOTICES

NATION-WIDE HOUSING CONFERENCE

The housing crisis in Canada — which all major political parties have agreed needs immediate attention — will receive its first concerted probe at the Canadian Conference on Housing in Toronto 20-23 October.

The Canadian Welfare Council, sponsor of the conference, points out that this is not just another "conference on housing". It will be the first time that all interested groups — builders, consumers, mortgage lenders, architects, planners, representatives of all levels of government — have been brought together to consider every aspect of the complex housing problem. There are no pat solutions, say the conference planners. Housing and its environment touch all aspects of our existence. Solutions to the problem demand examination of social, administrative and constitutional — as well as economic questions.

Conference Committee Chairman W. Harold Clark of Toronto says the 500 invited participants will consider Canada's housing needs under five headings: planning for housing, organization of housing programs, the scope of housing assistance, the prospects for reducing housing costs, and housing and social development.

A two-year program of study and action leading up to the conference

has been financed by Central Mortgage and Housing Corporation. In addition, CMHC will contribute \$65,000 to the cost of the conference. Funds have also been sought from business and industry and foundations, as well as from provincial governments.

Part of the preliminary work, under the direction of Conference Executive Secretary Michael Wheeler of Ottawa, has included development of provincial housing profiles by committees established in each province to prepare for the conference, stimulation of local interest, commissioning of background papers for distribution to participants before the conference, and launching a survey of housing conditions of families on public assistance.

The Sept.-Oct. issue of "Canadian Welfare", official journal of the Canadian Welfare Council, contains further details. A complimentary copy of this magazine will be sent to CPAC members on written request to the Editor, 55 Parkdale, Ottawa 3, Ont.

ALBERTA ARDA INVESTMENT

Two major ARDA projects involving Alberta's water resources assistance policy have been approved for federal-provincial cost-sharing. Total estimated cost of these projects, extending to March 31, 1970, is six

million dollars.

The first of the ARDA commitments covers preliminary investigation, studies and surveys for flood control and water conservation, including feasibility studies, design and layout for works associated with drainage flood control, farm and rural water supply, small scale irrigation, erosion control of farm lands, and water development projects.

Under the second project — Alberta Water Control Assistance program — financial aid is provided to drainage districts, municipal districts, counties etc. in the construction of drainage, flood control, erosion control, irrigation and water development works, and farm and rural community water supply schemes.

The basic criterion for initiation of both the studies and the physical assistance programs is that a local authority must introduce and promote the project.

Financing of works implemented under the Water Control Assistance program is to be on the basis of 37½ percent federal, 37½ percent provincial and 25 percent local (shared by the local authority and the land-owners who may benefit). The preliminary investigations, studies and surveys, expected to cost approximately \$2 million, will be equally financed by the two senior governments.

ALBERTA PLANNING CONFERENCE, sponsored by CPAC's Alberta Division in Edmonton this spring, attracted 198 registered delegates. Among them were: (left) Mr. Patmore of Forrestburg, checking in with Misses B. Yule and M. Fedechko; (centre) Mr. A. Dutton, mayor of Redcliff; Mr. J. Russell, Medicine Hat; Mr. D. Broadfoot, Redcliff; Mr. Roy Balston, Medicine Hat; Mr. H. Thomson, Medicine Hat; (right) Mr. Ivor Strong, Calgary commissioner, and Mr. Jock McCracken, CPAC divisional chairman. (ALTA. GOVT. PHOTOS)



YORK CREATES NEW FACULTY OF ENVIRONMENTAL STUDIES

Dr. G. A. P. Carrothers, CMHC representative on CPAC's National Council for the past 20 months, is now dean of the newly-created Faculty of Environmental Studies at York University in Toronto. Assuming his new post on 1 Sept., he remains a member of the CMHC Advisory Group which he joined after returning to Canada from the University of Pennsylvania in January 1967.

The new faculty, a "first of its kind" in Canada, will develop programs of study and research into the nature of man's living environment aimed at preparing graduate students for scientific enquiry and practise in a variety of disciplines dealing with the design and control of the environment. Initially, professional planning programs and related urban and regional research studies will be offered, with the first students being enrolled in September 1969.

"There is really no exact counterpart for this faculty anywhere in the world and its programs will be highly experimental and innovative," said the new dean.

Dr. Carrothers was born in Saskatoon and grew up in Vancouver. He holds degrees in architecture and community planning from the University of Manitoba, in city and regional planning from Harvard University, and in economics and regional planning from the Massachusetts Institute of Technology. After teaching at the University of Toronto in the late '50s, he spent seven years at the University of Pennsylvania where he became the first director of that university's Institute for Environmental Studies. He also served as a consultant to a number of governmental agencies and universities in the U.S. and Canada.

A long-time CPAC member, Gerry Carrothers has made an effective and valued contribution to the work of this Association's national executive committee and council during his comparatively short tenure of office. He was one of the organizers of the 1967 Thinking Conference at Saint Benoit-du-Lac, has served on both the national membership survey and program development committees this year, and is deeply involved in the current task of revising CPAC's national by-laws.



Dr. G. A. P. Carrothers.

CMHC FELLOWSHIPS

One hundred and 30 Canadians are being financially assisted in post-graduate studies, including community and regional planning, urban studies and housing, during 1968-69 by Central Mortgage and Housing Corporation.

Seventy-five of the fellowships were awarded for study in Canadian universities and 15 for study in universities in the United States and Europe. In addition, approximately 40 renewals of previous fellowships were made under the CMHC program.

Available under a section of the National Housing Act which provides for the encouragement of education in housing and related fields, the CMHC fellowships carry grants ranging from \$3,000 to \$5,000 plus payment of university tuition fees. Total amount of the program for 1968-69 is \$575,000.

Fields in which the CMHC fellows will study include urban and regional planning; urban and environmental design; housing and urban renewal; urban engineering and transportation; urban geography; urban economics; urban sociology and other related studies in the social and behavioural sciences.

CONFERENCE TO TACKLE TRANSPORTATION PROBLEMS

Reconciliation between our future urban development and transportation is one of the most pressing problems facing Canadians, according to John Steel, executive director of the First Canadian Urban Transportation Conference to be held in Toronto 9-12 February, 1969.

The conference has adopted these broad objectives:

- To help all levels of government to arrive at a better understanding of the role of transportation as a vital and integral part of urban development and expansion.
- To expose the related financial, institutional and administrative problems and to provide a basis for enunciation of a national policy on urban transportation, combining the participation of municipal, provincial and federal governments.

At this stage the federal government, the provincial governments, members of the Canadian Federation of Mayors and Municipalities and the appropriate segments of industry are involved not only financially but in committees and in regional study groups.

"It was decided that this should not be a technical conference, but rather one involving the decision-makers associated with the various levels of government and industry," Mr. Steel said. "Nevertheless, it was appreciated that the conference would require the advice and benefit of competent technical study and research. To this end the regional study groups were established."

Each group has been furnished with study kits to enable them to acquire an awareness of the overall problems. At the conclusion of their studies each group will write a paper on their findings which will be available to the conference delegates. Also available will be studies on the whole range of transportation which are being prepared by recognized experts.

"I am hopeful that the conference will be devoted to a provocative and stimulating appraisal aimed at the exposure of the problems, requirements and future new concepts," Mr. Steel stated. "Ideally, we should eventually emerge with a national policy on urban transportation and a program for implementation."

Quebec Division Annual Convention

COMMUNITY PLANNING AND RECREATION

By JACQUES LEDOUX,
Executive Director, Quebec Division.

SOME 180 delegates made the trip to Sept-Iles, on the St. Lawrence North Shore 600 miles from Montreal, to attend CPAC's Quebec Division 1968 annual convention and general meeting. "Planning and Recreation" was the theme and the location provided an opportunity to study the planning and development of "boom towns", such as Sept-Iles.

Urbanism and Recreation

Mr. Louis Chantigny, sports commissioner for the Quebec government, spoke on the main theme. He appropriately concentrated his remarks on the general environment required by man to truly re-create himself.

In the view of Mr. Chantigny, modern man is oppressed by the confinement imposed upon him by his city. Man has gone from a natural jungle to an asphalt jungle; he has gone too far in his battle against nature and, deeply-rooted within him, remains this need for a return to nature, difficult to achieve within our modern cities. This need is all the more evident in this age when man is getting more and more leisure time. Planning must provide him with open spaces, parks, playgrounds, camping grounds and pools in order to meet his need for relaxation, rest, evasion, solitude and silence. Planning must contribute to the taming of nature without destroying it. The planner must foresee and orient the tastes of the coming generation inevitably oriented towards a life-style of leisure.

The need for playgrounds

Mr. Jean-Marc Dion, a consultant in physical training and recreation, offered the delegates a comprehensive study of the needs of a municipality for parks and playgrounds.

After a brief history of the evolution of playgrounds in North America, Mr. Dion tackled the complex question of standards to be applied in the various situations. He explained the different standards promoted by the National Recreation and Park Association and emphasized that these standards were guidelines to be applied in the light of local phenomena. The idea is to provide the individual with the possibility of outdoor recrea-



Sept-Iles confreres: (l. to r.) Mr. Arthur Lessard, recreational services director, Laval; His Worship Donald Galienne, mayor of Sept-Iles; Mr. Valérien Lachance, president-elect, CPAC Quebec division; Mr. Louis Chantigny, provincial sports commissioner, Quebec.

tional activities, to make the city a place where it is good to live, to preserve natural resources, beautiful sites and historical sites, and to prevent the over-density of population.

The school-park formula

Mr. Arthur Lessard, director of recreational services for the city of Laval, presented the delegates with a case history of the school-park formula as applied in Quebec province. Mr. Lessard made a strong case in favour of this formula and deplored the fact that it is not yet widely accepted by municipal and school authorities because of lack of co-ordination between these two elected bodies.

The combination school and park is a natural and logical marriage of community equipment. Most recreational equipment built in the schools is only used eight hours a day and less than 200 days a year. Duplication on city-owned property is wasteful of the ratepayer's money. Economic restrictions may dictate below-par equipment at both the school and municipal levels whilst the same overall expenditure, issued from the same ratepayer, would allow a satisfactory equipment layout if combined.

Mr. Lessard gave the example of a project where a city saved \$84,000 on the purchase of land, \$50,000 because no building was required, \$2,600 a year on maintenance cost and by liberating land for tax-producing property, the project provided an increase in revenue for the municipality.

The city of Laval opted for the school-park formula on a large scale basis and instead of having a central recreational center, it is equipped with 74 centers throughout the city. A further project is under study for the construction of a park-school-church complex that would ensure an even better utilisation of community equipment.

Tourism and Urbanism

The Hon. Gabriel Loubier, Quebec's minister of Tourism, Fish and Game, was the guest-speaker at the final banquet of the convention.

Mr. Loubier demonstrated that the growing importance of tourism was the logical sequel to the augmentation of leisure time. He explained the importance of properly integrating the tourist function in the plan of each community, of each region. The

Hon. Gabriel Loubier



tourist potential of a community is related to its character, personality and collective equipment. Planning must succeed in the difficult task of valorizing as well as safeguarding the resources of a city or region. The danger is always present that over-commercialisation for the tourists' dollar will gradually and imperceptibly transform the true personality of the city or area. It is a difficult task to reconcile the requirements of daily living for inhabitants with the temporary requirement of visitors seeking freedom. This task is the joint responsibility of planning officials and promoters of tourism.

Mr. Loubier defined the role of his department as being the reconciliation of the social, economic and spatial aspects of tourism. In order to attain this goal, the tourist aims of an area must first be defined and be integrated into a modern master plan before tourism can contribute to the social and cultural fulfilment of our population.

Note:

CPAC members outside Quebec Division who would like to receive the full French text of all conference speeches will be provided with a copy upon request to the Quebec Divisional Office, 1995 Charest Blvd. West, Quebec 10, P.Q.

(ANOTHER) MARITIME UNION STUDY

By BEN MALKIN
"Ottawa Citizen" Editorial Writer

Maritime political union may be a long way off. But Nova Scotia, New Brunswick and Prince Edward Island have, hopefully, begun a serious study of its possibilities.

If it doesn't result in union, it should at least bring greater co-operation.

The survey, with characteristic brevity called "The Maritime Union Study," will take two years to complete. The official announcement of its birth succinctly and cautiously states its goals:

"The purpose . . . is to provide a basis upon which serious political discussion could be carried out if it is warranted in the opinion of the governments. The study is not designed to report and recommend solely or even specifically on prospects for political union. It is recognized that this would be a long-term project in the most positive of circumstances.

"With this in mind, the study is being organized to report and recommend on those areas where improvements can be achieved in public services and development policies

through integration, specialization, co-ordination and increased co-operation."

Chief adviser will be J. J. Deutsch, former chairman of the Economic Council of Canada and principal of Queen's University. F. R. Drummie, the New Brunswick government's economic adviser, will be executive director. Between them they will organize these research projects:

The history of discussions about union during the Confederation period; the economy of the Maritimes; public services in the region; its government; regional development planning, including industry, transportation, tourism, and natural resources; education, public health, and welfare services; relations between the three provincial governments, between them and their municipalities, and with the federal administration.

When it's all done neither the chief adviser, the executive director, nor the three governments may know where they're going. But they'll at least know where they've been.

From that firm base they could build a stage-by-stage structure of integration which would convert the Maritime provinces into a cohesive economic and social region.

WATER POLLUTION CONTROL

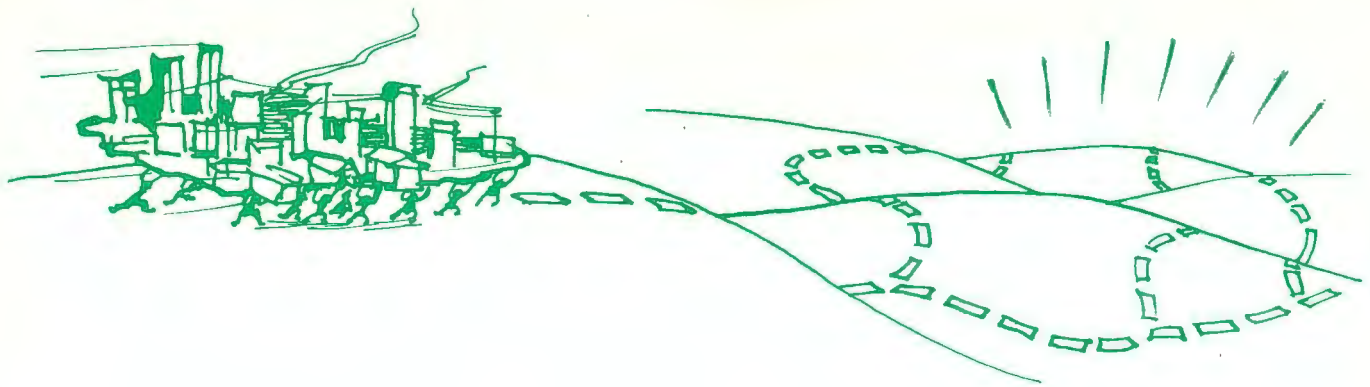
The Saskatchewan Water Resources Commission has assumed full responsibility for water pollution control in Saskatchewan. The Water Pollution Control Branch of the Commission now administers the program which provides for jurisdiction over municipal and industrial water and sewage works and stream pollution control. These functions were formerly performed by the Division of Sanitation, Department of Public Health.

The Commission has not established fixed standards for effluent quality but will deal with each case of wastewater disposal on an individual basis in relation to the particular water body involved. A minimum of primary treatment or its equivalent will, however, be required by the Commission.

An information kit containing copies of legislative authority, regulations and criteria for water and sewage works and water quality is available on request from the Water Pollution Control Branch, Saskatchewan Water Resources Commission, SPC Building, Regina, Saskatchewan.

Montreal CPAC regional section 1968 officers: (seated) Rudolf Papanek, MRAIC, president; André Blouin, MRAIC, vice-president; (standing) Georges Portelance, secretary; Bruce McAusland, treasurer; George Wesley, FRI, vice-president.





CHARTING COMMUNITY GOALS:

The Role of Citizen Participation

By DR. ROBERT W. COLLIER,
Assistant Professor,
School of Community and Regional Planning,
University of British Columbia.



Sketches by Ted Rashleigh.

FROM St. John's to Victoria, Canadian communities accomplished many things during Centennial Year and are anxious to continue the work which was so nobly started. But many people feel that these projects will have limited usefulness unless we know where we are going and what we should be doing as an "urban nation".

People are willing to admit that we are indeed an urbanized nation; that we must cope with a major population increase over the next 40 years; and that we probably don't have enough time and resources to do all of the things we would like to do. And so they are asking: "What can we do now?", "What problems should we tackle first?"

The general impression has been that most of our urban centres do not have a clear set of goals and objectives. Questions about the future cannot be answered until these goals and objectives are clearly formulated. Community planning must be developed on the basis of goals or assumptions about those goals. It is at this level that the general citizenry can contribute and must contribute their ideas and aspirations.

GOALS AS IDEALS

Other authors have argued eloquently for the community to aspire to "the greatness and prominence".* It must be recognized that the goals for the urban centres of tomorrow must not be based solely on the wants of today, but rather on the highest and best ideals to which the community aspires.

The comments and information reported in this article are extensions of these earlier statements. My basic purpose is to provide citizen groups with ideas and procedures that can be used in obtaining citizen viewpoints in goal formulation.

METHODS OF ORGANIZATION

One of the most typical approaches that the planners have utilized in attempting to formulate goals for the community has been the formation of "blue ribbon" committees. Such committees have generally been selec-

* Jacques Simard, "Planning Ideals and Objectives", *Community Planning Review*, Summer, 1965.

ted from the established leadership of the community. The criteria for selection has most generally been the importance of the point of view of the particular individual or the importance of the point of view of the group he represents.

Two advantages of such an approach are that the committee is composed of experienced leaders who can handle abstract concepts and ideas that are necessary in the preliminary stages of goal formulation; and that the reward of status and prestige that may result from being named to such a committee may serve to motivate the members to work hard and carefully develop their positions.

In addition, it also tends to conform most closely with the idea that power is contained in the hands of the few in the community.* This may be either an advantage or disadvantage, depending on the type of community you are dealing with.

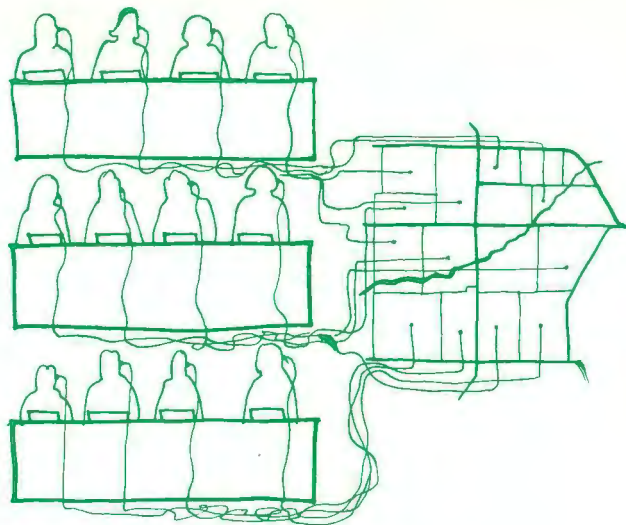
Two disadvantages of such an approach are that it tends to discriminate against minority groups, low income groups and individuals that are potential but undeveloped leaders, and that it has tended to favour the status quo and has generally advocated those changes favoured by the "establishment".**

Another method which has been advocated is the "area representation" method. In this case, individuals representing various geographical areas of the city act as a panel to review the goals and objectives for the community as a whole. These geographic areas may be smaller neighbourhoods or whole communities within a larger city, depending on the size of the area and the desired size of the committee.

* Floyd Hunter, *Community Power Structure*, Chapel Hill, University of North Carolina Press, 1953. Hunter has generally been credited with having articulated the idea that power is held in the hands of the few in the community.

**Lisa R. Peattie, "Reflections on Advocacy Planning", *Journal of the American Institute of Planners*, March, 1968.

"Blue Ribbon" committee method



"Area representation" method

The advantages of such an approach include:

- it comes closer to the "grass roots" of the community and thus it conforms more closely to generally accepted concepts of local democracy
- it tends to make people more conscious of the physical areas they represent and gives them a particular orientation and direction.

The latter point may also be a negative one since an areal point of view may limit the citizens' ability to view the community as a whole, or alternatively to compromise the needs of his area in terms of the welfare of the whole community.

The disadvantages such an approach incurs are:

- it often simply breaks down the "blue ribbon" committee approach into a series of area blue ribbon committees
- the needs for one kind of service in an area may be different than for another kind of service area and thus the overlap makes it difficult to draw up functional units and comprehensive goals

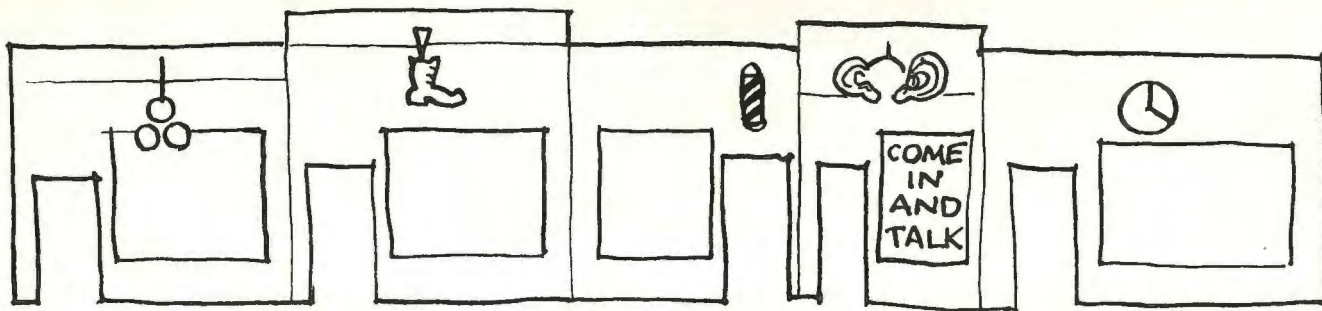
These issues appear to be more closely related to structural problems than to conceptual problems and they may be dealt with more successfully because of this.

"LISTENING POST" TECHNIQUE

Although there are many approaches that have been utilized, perhaps one of the most unique is one known as the "listening post". The City of Los Angeles has been employing this technique for the past two years and they have now published a goals statement for their city as a result of this experiment. This approach was attempted because it was felt that the community was composed of a multitude of interest groups, in short, a pluralistic view of the city.*

An interesting sidelight of this experiment was the fact that these listening posts were created in a wide

* Robert A. Dahl, *Who Governs?*, New Haven, Yale Paperback, 1961. Dahl has been credited with the idea of pluralistic power in the contemporary North American community.



variety of situations. These included shopping centres, public school buildings, churches, locations of athletic facilities and other community activity points. This made them a visible part of the community and offered a wide range of citizens a chance to participate.

In short, these are only a few of the methods of eliciting citizen participation. There is no system that is perfect but each system has some advantages which may be most applicable to your community. After choosing the particular method of citizen organization, it is necessary to turn attention to the process of goal selection.

GUIDES FOR GOAL SELECTION

Although this topic has been discussed for some time, only preliminary research has been done in this area and there is reason to believe that a great deal more research is being conducted on the "goal selection" process at the present time. One distinguished contributor to this preliminary knowledge is Lyle C. Fitch, and he has suggested* the following criteria as useful guides in selecting goals:

- First and foremost, they must be simple and therefore easily understood.
- Secondly, they should be based on the personal experience and history of the region or community.
- Thirdly, they should be statements that can be attained step by step and subject to continual adaptation to changing circumstances.

* Lyle C. Fitch, "Social Planning in the Urban Cosmos", *Urban Research and Policy Planning*, Los Angeles, Sage Publications, 1967, pages 320-358.

- And finally, they should be statements about which there is broad general agreement.

While there may seem to be a certain air of naivete about these statements, they do represent specific criteria which can be of assistance to a community as they engage in the goal formulation process. Obviously, much more research has to be done in this area.

The important area which has not been explored in any depth is that of the relationship between physical planning goals and social planning goals. As our urban areas continue to grapple with enormous problems, it is the relationship between our physical planning goals and our social planning goals that will spell success or failure in our urban society.

SUMMARY

An attempt has been made to illustrate that there is a wide variety of organizational techniques that can be utilized for the purpose of goal formulation in the community. Each has its own advantages and disadvantages. The important consideration is to determine which form is most useful in a particular community.

Secondly, some brief, sketchy criteria for goal selection have been introduced. Perhaps these are only the beginning of an important dialogue that organizations like the Community Planning Association can continue and develop further.

Finally, all of the citizens of Canada from every walk of life have the obligation and the opportunity to take part in the goal formulation process. Until our communities engage themselves in this important task, much of our planning will be in vain.

DOES HISTORY REPEAT ITSELF?

A great people, along with their glorious culture, perished – not all at once, not noticeably, but over many years – slowly, methodically.

There were many reasons for the fall of this great civilization. These are the major ones:

- Moral decay among citizens
- Stifling taxes
- Too many government employees
- Constant warfare and preparations for war
- Depreciation in money and debasement of coins
- Erosion, deforestation, and water shortage
- Abandonment of farms for life in the city
- Too many handouts that weakened the poor; too

many luxuries that weakened the rich

- Few children among the well-to-do and educated; many children among the poor and ignorant
- Constant drain of precious metals
- Rising costs of public works
- Too much leisure time spent on games and amusements
- A yearly rise in crime rates
- A decrease in patriotism

For these reasons, historians point out, the Roman Empire declined and finally fell in the fifth century A.D. Does history really have to repeat itself?

Environmental Planning Means Facing this Challenge: STEWARDSHIP OF LAND

By JACK WALKER
Wascana Centre Authority
Regina, Sask.

(The following is an edited version of a talk given by Mr. Walker during a CPAC-sponsored seminar in Swift Current, Sask., earlier this year on the theme "Recreation and Urban Renewal.")

THE NEED for long-range planning of our urban areas is becoming increasingly evident. Now is the time to guarantee that decisions concerning our surroundings are not based on crisis planning, as they too often have been in the past.

Recent crash programs to establish beautification and anti-pollution legislation, rural and recreational land planning, etc., show that people are concerned about the way the environment has been exploited. In our town and city developments, are we providing something for present and future generations to appreciate? What right have present-day civic administrators to commit the funds and future earnings of young people for capital works, unless the results of these expenditures are still viable when they require their use? Are we providing something of lasting value?

The late Stewart Bates, one-time president of Central Mortgage and Housing Corporation, in 1955 told the Town Planning Institute of Canada,

"If environment has any influence on character, the one we seem to be providing has severe limitations. It seems aimed at diminishing the individual. Our subdivisions look like a calculated attempt to imprison the human, to force him into a mould that you or we or some builder or some architect thinks good . . . The cities and suburbs more and more seem to show a lack of vision, an unawareness of the lovely, an air of having given up the struggle for the best. The cities of the Western World reveal the malady of our times - (the malady that little seems worth attempting), the attitude of 'couldn't care less' . . . there is happily in mankind a broad range of vision, a passion for ideas and ideals far removed from the immediate surroundings. As well as this vision there is happily, too, a natural love of the lovely. And these two gifts are always ready to prevail. . . . Mankind differs from the rest of God's creatures in that he frequently works for a future he will not see. This requires faith and hope that you can produce something that will look worthy 50 years from now."

ENVIRONMENTAL MEDIOCRITY

Where have we fallen down in environmental planning? The layout of residential areas? We continually hear that today's new subdivisions are monotonous and uninspiring. I would state at the outset that housing structurally and functionally is better today than it has ever been. (The ability to obtain it based on current costs is another matter.) In any event, if housing and cities are indeed becoming monotonous it is due in part to a lack of balance in the interpretation and application of zoning bylaws. If the book is followed too closely you get dullness, if followed too loosely there is visual chaos. One failing is that zoning is a quantitative more than a qualitative guideline. As Kevin Lynch remarks about controls, "they can prevent the worst but rarely bring about the best. If not used with restraint they will produce an environment of competent mediocrity."

One common ruling of today prevents service stations, drugstores and restaurants to be scattered amongst the houses. Why not? They can be designed to fit into and complement the scene. Firehalls have been! But all the noise and papers and kids hanging about? Horrors!! To prevent a scattering of papers we need, first of all, to have a quality of facility (and maintenance) that makes people respect and protect the facility. We need education, which includes the setting of examples by adults; and if quality, example and education fail, authority must be brought into the case before we smother ourselves in our own refuse. Leslie Julius in DESIGN magazine observed:

"We accept slovenly environment created by dirty, lazy habits and maintained by the indifference of authority. Careless treatment of public spaces begins a spiral of disorder that progresses through lack of respect for surroundings to worse mess, ugliness, and eventually to disregard of other human standards.

"I hope the youth aren't saying of us, 'They have minds

Some very simple moves from people in authority could set the spiral moving in reverse."

REASSESSMENT NEEDED

In the past we all had a place to congregate, someone's home, the local poolroom, rink or cafe as well as church and scouts, etc. I can even recall the strange idea of staying home and studying once in a while! Man's desire for privacy is driving youngsters away from the neighborhood. This, coupled with the increase in distance to a "hangout", has supposedly necessitated the need for an automobile. So either we reassess the physical makeup of the town and do something about the inadequacy of interesting programs for the youth, or we stop belly-aching about teenagers racing through the streets.

At the 1965 Canadian Parks and Recreation Conference, Alan McWilliam stated:

"The present vacuum in our provision of stimulating recreation is most notable in the case of our juveniles and teenagers. Our suburbs are devoted to the cult of the baby and the child, while our downtown areas are given over to adult worship of the dollar. Small wonder that when some of the more enterprising of our youth attempt to provide for their own needs for stimulation in their own way, they find themselves in conflict with the establishment."

Has anybody asked them what they want to do? When they say they want to race hotrods or have a ski-doo rally, do we order another half dozen swings? I hope that the youth aren't saying of us, "they have minds like concrete — all mixed up and permanently set!"

The administrators of the towns of the prairies must realize that they are now in a pitched battle to retain their youth. A measure of the viability and indeed the length of survival of some small towns, in my opinion, will be predictable by assessing the number of people between the ages of 22 and 30 living in them today. If a stake in the community, with its associated desire to remain and contribute, has not been developed in this age group, then I would advise a hard look at long-range capital financing.

Traditionally, our downtown areas have been the life of the community. Stimulating, pleasant and conducive to people conversing, living and learning. In the larger centres everything is now being done to discourage people to use the central business district. It is becoming more inaccessible, costlier to reach from a financial standpoint and a time standpoint. The atmosphere is often dreary, dirty and uninviting. I think people should be brought into the area to live; special effort should be put towards making the area more suited to the elderly people who need facilities within easy reach. Also, we can no longer afford to build structures that are only used for a few hours each day. Elements must be planned for multiple use. For example, parking facilities

that serve offices and shopping during the day can serve sports events, concerts, hotels and churches during those hours not devoted to business.

To dispel any impression that beautification implies a surface or cosmetic treatment of our towns and cities, I wish to present some general statements on environmental values. The term beautification automatically suggests a visual impact on people and tends to forget about the other senses associated with urban living. I am referring here to *sound*, noise in its unpleasant expressions; *odors* which I imagine we could call smells, from processes either industrial or human. *Touch* and *sight* could be commonly unpleasant in a situation illustrated whereby the topsoil of Southwestern Saskatchewan is sharply blown into the eyes of that area's residents.

The first point to be made is that beautification, at least in the design sense, must be approached with an awareness of all the human senses and of what represents beauty to the people using the spaces and facilities we develop.

DEFINING OBJECTIVES

I have briefly mentioned some urban problems. In order to counter problems, the initial step must be a clear and specific statement of the problems that prompted the study, whether it be of recreation, education or transportation. This is the responsibility of the civic councils and all citizens with the help of professional planners when needed. After the problems are defined and/or the objectives established, the physical changes to alleviate the problem must occur.

In the development of a city plan, including a park system, the features of value within the area must be catalogued. These might be such things as historical buildings, a grove of trees, monuments, or natural land forms such as ravines or rivers. There must be judgment of the abstract value of these elements before you start fitting them into an overall physical plan. Are they worth keeping? Are they worth spending money on to renovate?

In the function of a city, certain activities are better closely related: hospitals to good access roads, especially if *serving* both regional and local need; information booths close to highways in a situation that presents a pleasant welcome to the visitor; convention facilities close to accommodation; sports facilities close to parking, and to schools for maximum use. These relationships are well-known but if they are first studied on paper from every angle, the most logical solutions can be determined.

ESTABLISHING PRIORITIES

When the desirable relationships and quality of spaces are assessed, a quantitative value has to be determined. How many picnic sites? How many playing

like concrete — all mixed up and permanently set! ”

fields, etc? It is now and only now that you superimpose your analysis of needs, relationships and qualities on to the available land resource and try to make them all fit. Compromise is involved, of course, from a space and financial standpoint, but the chances of a better plan are greater with this procedure.

Once the plan of facilities for people to use has been developed, priorities of capital development must be established. A word of warning here. Construct only what can be maintained at the level that will make the area of constant pride to the citizenry. The initial enthusiasm of providing funds for development is sometimes hard to maintain. It is more difficult to obtain at a later time the money needed for operations and maintenance. A method of assuring this income must be coupled to the planning programme.

In a park development these maintenance funds must cover the horticultural and engineering materials, the labour charges including fringe benefits and supervision, the costs of operating and repairing equipment and its replacement.

How do we go about establishing park facilities and beautifying the towns? Who builds it and who pays for it? Self-help at the community level puts a more immediate personal pride and "desire to protect" attitude in the minds of local residents. There may be additional funds available from senior governments.

It is essential that the people be informed from the start what is going on. Whether you are building a rink, a park or renewing an entire urban area, you will need public support. In the matter of a recreation facility, carefully and intelligently consider the expressed wishes and opinions of a cross-section of the community. Once a decision to proceed is made, and a plan developed, you must act. There will be continued attack from people who have no sense of building but have developed the "agin" process to a high art. Certainly a periodic review of plans is essential, but do not let the reviewing become a continuing exercise with major expenses on the exercise and nothing constructed. Having a master plan of development is essential to progressing.

PREVENTING PROBLEMS

In many areas there are examples of short-sighted practices and policies which seriously jeopardize the natural environment. We have problems of water shortages. This basis of life is certainly taken for granted. Civilization has been directed by the availability of water and the results of a lack of it were brought home to many in the droughts of the 1930's on the Canadian prairies. Even today, some of the towns developing because of the potash industry have problems of a good water supply. In other areas we pollute the ground water wells by the use of adjacent septic tanks and tile fields, or else we dump the towns' sewage directly into the closest creek or stream. In many Saskatchewan

towns the first view the visitor gets is that of the noble garbage dump!

Highways design pays little attention to the beauty of the countryside, either in alignment to protect vistas and topographical features or to protect the traveller. The Prairie landscape is powerful and its pattern is one of beauty, especially if you have had an opportunity to observe it from 10,000 feet in the air in late September. We may not have mountains or numerous lakes but we do have limitless vistas, beautiful sunsets, clean air and winters that provide exquisite patterns of snow and cloud and shadow. It is too bad that we still build roads to get us from point A to point B as quickly as possible. We should design park roads and scenic drives that make the movement from one spot to another a pleasant experience rather than build economically-motivated and boring conveyor belts.

In agriculture it is necessary to understand existing trends and be on the watch for destructive changes that may come about. Changes are inevitable and essential but they should add beauty to the landscape and not destroy it. Unless agriculture is kept at a high level, erosion by wind and water will damage vast areas. From this date on, there will never be enough food for the world, so agriculture must be kept efficient. Therefore, we had better start improving living conditions and financial possibilities to encourage young people to remain on the farms. Perhaps beautification and provisions of recreational facilities is a factor of some importance in this regard.

A classic example of the broader and required outlook in dealing with the environment is reflected in John Simonds' book "Landscape Architecture". He speaks of the city of Kyoto in Japan where the eastern approach of man in harmony with nature is prevalent:

"Set amidst a national forest of pine and maple trees, Kyoto overlooks a broad river valley in which clear mountain water slides and splashes between great mossy boulders. Here in ordered arrangements are terraced the stone, timber and paper buildings of the city, each structure planned to the total site and fitted with great artistry to the ground on which it stands. In this beautiful city each owner considers his land a trust. Each tree, rock, and spring is considered a special blessing from his gods, to be preserved and developed to the best of his ability, for the benefit of city, neighbors, and friends. Here, as one overlooks the wooded city or moves through its pleasant streets, one realizes the fullest meaning of the phrase, "the stewardship of land"."

This is the challenge for us: "stewardship of land". Unfortunately, our current approach appears to be one of the following:

- (a) it isn't worth doing unless you can use a bulldozer! or
- (b) there's never time to do a job right but always time to do it over!

PUTTING THE "I"

POSSIBLY one of the most challenging characteristics of modern society is the necessity to subdue and control the forces we have so thoughtless unleashed.

Change, which once took centuries to emerge, has now been compressed into decades and man finds himself confronted by many complex problems without the benefit of the maturing and selective process of time. Decisions must be made now before we have an understanding of the total problem. This has given rise to specialization, which in turn has created fragmentation, with the result that we find ourselves facing a whole new set of problems.

Planning is a relatively new science but it faces the same difficulties of specialization and fragmentation that plague other disciplines. There is a wide gap between the professional who is charged with the technical responsibility of planning and the citizen who must live with the plan and pay for it through taxation. Many responsible leaders have recognized the dangers inherent in this trend and have stressed the necessity of more citizen involvement.

As early as 1960 delegates to the White House Conference in Washington, D.C. heard numerous speakers emphasize the urgency for man to control his own destiny. In the section on Physical and Social Planning, it was spelled out in clear terms: Planning for People must be replaced by Planning with People.

"If we are to plan intelligently, and economically, if we are to avoid the delaying action so often experienced from both lay and administrative bodies, the citizens of the community will have to become an active and integral part of the planning process". So said the theme speakers, and 7000 delegates agreed.

Bureaucratic government is extremely expensive and frustratingly slow. Creatively, it can fall far short of what the citizens want or deserve and it is questionable whether many of its products truly reflect the cultural needs of the community. Community Planning for the world around the family needs to be comprehensive planning by citizens, with the aid of technical people, and with intermeshing of *social* and *physical* aspects. Citizens of each community have the responsibility for deciding which combination of public (federal, provincial and municipal) and private resources will best

meet their needs. Co-ordination needs to be both horizontal and vertical.

We need to recognize the potential skills and knowledge to be found in the residents of our communities and utilize them in determining our physical and psychological environment. The greater the participation of our citizens, and the more varied the contribution of our creative people, the richer and more beautiful will be the result; and what is just as important, the cost will be appreciably less.

Citizen participation is not an easy thing to achieve. Leaders in both Canada and the United States have voiced concern at the growing apathy characterizing present-day society. There is a lack of citizen participation in what should be the normal responsibilities of a democracy. There is an indication, however, that economics may force us into assuming a more responsible role. Theo. J. McGee, an eminent American attorney, speaking at the same Conference, deplored the change in "our dominant values".

"We get more for our tax dollar than for any other expenditure we make, yet we complain loudly about the 'tax burden' and say nothing of its benefits. At the same time we spend staggering amounts of money for the superficial, and even for the harmful things of life. The public attitude toward taxation is a measure of its immaturity. . . . We have accumulated an abundance of 'things'. We suffer from too much, too easy and too soon, at the expense of our ethical and moral standards", he said.

Mr. McGee commented on beauty in our cities.

"Beauty and orderliness inspire better conduct," he emphasized. He compared the beauty of many European cities with the ugliness of most American cities and made the following thought-provoking comparison:

New York had 300 homicides in one year while Washington had 116. In the same year London, England, had 35 and Amsterdam just three. Trees, flowers and open space relieve the noise and turmoil of our downtown areas and have a psychological affect upon the people who use these facilities.

"Let us demand more beauty in the city core. Our communities are what WE make them. They are a reflection of the character of the people who live in them," he concluded.

IN INVOLVEMENT

by MRS. J. R. HOAG
Regina, Saskatchewan

Community planning is a capricious hybrid of professional zeal and creativity, political strategy and group pressures. Citizens sometimes proceed without professional advice while planning experts, on the other hand, sometimes impose their own views on citizens, without sufficient regard for the fact that planning, to be effective, must be by the people.

Minority groups are rarely adequately represented. Neighborhood needs must be integrated into the over-all community effort and plan and this should include the needs of all groups regardless of where they live, their color, creed, economic or social situation. It is only recently that Canadian planners have considered the social and psychological needs of special groups, such as homes for the emotionally disturbed in a family environment, day care centres for the children of working mothers etc. and integrated them into the physical plan.

It is the right of every child to live as one of a secure family group which is part of a wholesome community. Legislative action and community effort should be directed toward that goal. Planning should strengthen family ties. It cannot do so when essential services are weak, poorly co-ordinated or lacking.

Social and physical planning should be so closely related as to allow families to move freely within the nation to seek the condition best suited to their needs. Such mobility should not deprive them of essential services or physical facilities. They should have the opportunity also for vertical mobility determined by their talents, interests and skills. Minority and economically disadvantaged groups at present have only limited opportunity for mobility of either kind.

Evaluation of needs is an essential step in community planning. Periodic appraisal of services and physical facilities should be made to make sure these still meet community needs. The setting of priorities, in both short and long term planning, requires public education, if not involvement.

Community planning, through citizen participation, can perform a valuable service by bringing the layman and the professional together in an effective partnership. The planner is able to enunciate the problem and define procedures but he is a poor politician. Citizens, on the other hand, have an enviable record in securing the

necessary legislation through united action.

A citizen's planning organization provides an excellent forum for testing new ideas.

Emphasis upon cultural objectives is an important element of a community planning program directed to the improvement of the urban community environment. Planning should include the objectives of orderly and beautiful land planning facilities. Good civic design requires the skills of the planners, architects, landscape architects and artists, aided and supported by citizens.

Urban renewal is now a common fact of life. The process can be complicated and precarious. It can be expensive and most unsatisfactory unless public education and involvement are carefully planned. It is a magnificent opportunity to rectify past errors, to benefit from the experience of others, and most important of all, to create a relaxed and beautiful atmosphere amid the hustle and bustle of industry. This can only be done if there is a sufficiently strong body of support for the aesthetics to counterbalance the traditionally hard-headed economic approach.

Although we tend to relate 'planning' to land use, it embraces a much wider area. Public housing projects present a double-barrelled challenge to physical and social planners. Because these two disciplines have not worked closely enough together, management has found the operation of these projects a frustrating venture.

The transition from the two-room shack and the crowded tenement to the five-bedroom row house has not been satisfactory nor easy in many instances. Furnishing and draping problems emerge early as depressing obstacles. Inadequate housekeeping skills coupled with budgetary difficulties make adjustment a difficult process. Social planning must include the many physical deficiencies and co-ordinate the resources of the community, both volunteer and public, in the solution. Wherever possible, the residents of the project should be assisted to solve their own problems, except where it becomes an invasion of privacy by neighbors.

Although citizen involvement may seem tedious and frustrating to the professional, who has a job to do and wishes to push it through to a speedy conclusion, the benefits, in cost saving and personal growth, are worth the effort.

It pays to plan with people.

READERS' FORUM

Your comments on REVIEW articles, or on any subject of general interest to CPAC members, are invited for publication in this dialogue department of your magazine. The editor will try to obtain answers to your questions and, whenever possible, rebuttal from authors whose statements you may disagree with.

A WORD ABOUT POVERTY

Editor:

Dr. Albert Rose, in "The Concerned Majority" (REVIEW, Vol. 18, No. 2), mentioned the fact that some three years ago the federal government created within the Privy Council Office a Special Planning Secretariat to co-ordinate the efforts of federal programs aimed at benefitting the poor. Recently, the Secretariat has integrated its operations more closely with other elements in the federal administration and dropped its separate name.

As Dr. Rose intimated, poverty will not be cured by words, nor by finding synonyms.

Yet there is something very wrong about the way "poverty" is used today. It has become a universal oversimplification, as though it were a physical disease – identifiable, visible, quantifiable and curable if caught in time. We are told, not just the symptoms of poverty, but the exact qualifications, all with dollar signs. Thus the poor can be labelled, counted and given badges.

But life isn't always that simple. Even the meaning of dollar signs or income and expenses vary from place to place, from person to person. For one particular family at one particular place \$4,000 in a year gives not the good life but sterile existence; but, another family living in another environment might think of such a sum as almost more than they needed to achieve the goals they believe important.

People who are poor can't be neatly classified like those suffering from tuberculosis or broken legs. Rather, they are like people who just aren't very well; the diseases are different, the causes often unidentifiable, and the cures are rarely either simple or universal.

That is why the world's wars against poverty make good phrases, but not necessarily good progress. In short, you can't fight poverty as though it were a problem as precise as a toothache. Curing poverty means improving society by measures which affect more than the obviously poor. For example, those who favour military analogies may call the Canadian family allowance system a weapon in the war against poverty, but it is being paid to millions of Canadians with an income above the so-called poverty line. Schools are open to every sort and description of people – not just the poor.

And there are more ways of making a better society than by raising the dollar income of its members. Cities may become decent places to live by building housing to replace slums, by planting grass and trees, by organizing a community centre, by preserving an ancestral heritage, by cleaning up the filthy air that corrodes rich lungs and poor ones too. That is the way it is with so many of the effective campaigns against poverty. They have a tendency to benefit everyone. It's just about as hard to identify an "anti-poverty measure" as to define "poverty" itself.

Poverty will not be cured by words. But it seems a safe assumption that Canada can realize its full potential for social progress only when all Canadians are well informed on the problems and the means to meet them. Government programs are useful only when used. No human development project can be perfect for more than a moment in time.

R. A. J. Phillips
(Editor's Note: Mr. Phillips was the director of the former Special Planning Secretariat. He is now attending Laval University under the program designed to accelerate bilingualism in the federal public service.)

L'URBANISME ET LE PRAGMATISME

Éditeur

"... il était opportuniste. Il n'avait pas le culte des principes: ceux-ci ne lui paraissaient appréciables qu'aux résultats qu'ils pouvaient avoir." Madelin

L'article de M. G. J. Wesley intitulé "Réformes proposées dans le domaine de l'urbanisme et de la planification municipale" (REVUE, Vol. 18 No. 2) reflète la réaction typique du spéculateur foncier ou du constructeur amateur dont toutes les politiques d'action, par suite même de la fragilité inhérente à son occupation, sont dépendantes de la moindre fluctuation dans les facteurs économiques pouvant régir le développement urbain. Que de constructeurs et de spéculateurs de ce type les urbanistes ne connaissent-ils pas? Ils sont pourtant la grande majorité dans nos villes de banlieue, constructeurs qui planifient à la goutte, selon les impulsions du moment.

Cette attitude est d'ailleurs fort peu surprenante, puisqu'il est très bien connu que l'industrie de la construction domiciliaire au Canada est probablement celle qui est la moins bien structurée, celle qui héberge le plus grand nombre de charlatans et le plus petit nombre d'hommes d'affaires consciencieux. Est-ce dire qu'il y a conflit à la base entre urbanisme et construction? Certes non. D'une part, toutefois il y a trop souvent un urbanisme trop rigide comme d'autre part il y a un constructeur trop opportuniste.

L'auteur de l'article entrevoit la planification urbaine comme facteur servile de l'expansion immobilière et il place sur un même pied l'action du constructeur, la planification urbaine et les facteurs économiques. Le processus résultant de la combinaison des facteurs suggérés par l'auteur se retrouve en centaines d'exemplaires dans

nos villes de banlieue amorphes, vides de sens social et acculées à la faillite financière. Les opportunistes ont d'ailleurs justement profité du fait que le processus de l'urbanisme chez nous, tant chez les urbanistes que dans les municipalités, n'avait pas complété sa période de rodage essentiel pour tenter d'implanter chez les administrateurs municipaux le double principe que le plan de zonage est synonyme d'urbanisme et qu'en autant qu'un amendement au règlement de zonage pouvait être accepté par la population — quelles que soient les méthodes pour y arriver —, l'urbanisme était sauf.

Lorsqu'on va aussi loin que suggérer, comme le fait l'auteur, que l'urbanisme à toutes fins pratiques se limite à sauvegarder la *morale* en prohibant la construction de tavernes et de débits de boissons alcooliques, la *santé publique* en prohibant la construction d'usines de produits chimiques entraînant la pollution des eaux, le *danger public* en prohibant la construction d'entreprises utilisant ou fabriquant des explosifs et l'*atteinte portée au public* par le bruit, il est temps que nous réalisons combien peu l'urbanisme est connu chez nous, combien de travail il reste à abattre avant de pouvoir faire condamner de telles hérésies basées sur des principes qui effleurent à peine la surface du processus très complet et positif qu'est l'urbanisme.

Ce système même que les sociétés immobilières et constructeurs ont contribué à mettre en place il y a quelques années par leur politique d'opportunisme se retourne maintenant contre eux. Cette camisole de force dont se plaint M. Wesley a pourtant du être instaurée pour contrôler les politiques d'action des opportunistes et pragmatistes.

Certes, le processus d'urbanisme tel que pratiqué par nos municipalités laisse aussi beaucoup à désirer et plusieurs des critiques formulées par M. Wesley sont justifiées. Trop de municipalités (et d'urbanistes), surtout au Québec, considèrent que le plan de zonage est le plan directeur de la municipalité au lieu de ne le considérer que comme un élément important de la mise en application de certains des principes d'aménagement élaborés par le plan directeur. Il est vrai aussi que nos règlements de zonage sont très souvent trop rigides et constituent une camisole de force qui nuit à l'évolution normale de la municipalité tant dans ses aspects sociaux qu'économiques. Il faut, si l'on veut bâtir des villes qui contiennent la gamme des éléments d'une société bien constituée, accorder plus de flexibilité à la règle-

mentation de zonage afin de tenir compte de l'évolution normale des facteurs économiques et sociaux. Beaucoup de villes hésitent toutefois à le faire, par suite de l'appétit et de l'opportunisme de mauvais aloi de trop de constructeurs et sociétés immobilières.

En réalité, par suite même de l'attitude des opportunistes, cette flexibilité ne peut être implantée que si elle est accompagnée d'un contrôle très sévère de la mise en place des éléments. Seule une municipalité où existe un Service d'Urbanisme en place peut à toutes fins pratiques y arriver. Les méthodes suggérées par M. Wesley ont été tentées à certains endroits et elles n'ont produit que le chaos social au profit de l'opportunisme économique.

Claude Langlois, C.U.Q.
Directeur du service d'urbanisme,
Ville de Laval, P.Q.

SUPER-PORT CONTROVERSY

Editor:

I am astonished that the Summer 1968 issue of the REVIEW contains a publicity release prepared by an unstated or unknown author about the B.C. "Super-Port" planned for 1969

at Roberts Bank, south of Vancouver.

I am most astonished that your organization would include in the REVIEW this particular article at this particular moment when the Municipality most directly concerned and the Lower Mainland Regional Planning Board have raised a number of questions concerning this proposed development, the railway link and procedures adopted by the senior governments with respect to its implementation.

G. P. Stevens, MTPIC,
Director of Planning,
City of Kelowna, B.C.

(Editor's Note: The Roberts Bank story in Vol. 18, No. 2, was obtained from the National Harbours Board public relations office in Ottawa. The fact the REVIEW published this brief outline does not imply approval of the plan or the procedures used in developing the proposal. We regret that it may have been so interpreted. The subject of superports, on both the east and west coasts of Canada, is indeed a controversial one just now. Our intention is not to add to controversy, but to encourage constructive criticism of current planning problems.)

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In downtown Victoria, B.C., Bastion Square has been restored from the shabby warehouse-parking lot area it was a few years ago (above). Today people enjoy browsing through the maritime museum (lower right) and boutiques which border its attractive open spaces, as delegates to CPAC's National Planning Conference will see when they visit here next month.

(CMHC PHOTOS)



CPAC NATIONAL LIBRARY

These recent additions to the bookshelves of CPAC's National Library, and many others of interest to community planners, are available to Association members on a one-month loan basis. Books and reports will be sent by mail on the understanding that return postage will be paid by the borrowers.

A mimeographed National Library accession list will be sent free to CPAC members on request. Please add these titles to your list, and quote index number when ordering books.

- A.S6 *Social Welfare and Urban Problems*, edited by Thomas D. Sherrard. Columbia University Press, N.Y., 1968, for the National Conference on Social Welfare. Pp. 208. \$6.00.
- B.G9 *Manpower Strategy for the Metropolis*, by Eli Ginzberg. Columbia University Press, N.Y., 1968, pp. 312. \$7.50. Twelve essays including major research on technological change, producer services; the prospect for young workers, peripheral workers, and the hard-to-employ; the potential of educated women, etc.
- D.P4 *On the Art of Designing Cities* - Selected essays of Elbert Peets, edited by Paul D. Spreiregen, pp. 227. The M.I.T. Press, Cambridge, Mass., 1968. Includes opinions of the civic design of Washington, D.C. - its promises and failures; skilful essays with photographs and drawings of Rome, London; Sitte and Haussman; and an article on residential site planning.
- E.G6 *Principles and Practice of Urban Planning*, edited by Wm. I. Goodman and Eric C. Freund. International City Managers' Association, Washington, D.C., 1968, pp. 603. \$12.50. Some guidelines for local government administrators who wish to provide a better urban environment.
- F.S2 *Air Transportation 1975 and Beyond: A Systems Approach*, by Bernard A. Schriever and Wm. W. Seifert. The M.I.T. Press, Cambridge, Mass., 1968, pp. 506. \$20.00. A study of present problems of congestion, new sites, increased noise and pollution, and a presentation of new ideas on "upstream" loading, special services and fares in keeping with increased leisure time for travel.

REPORTS:

A Survey of Spending on Urban-Regional Research, By Selected Bodies in Canada in 1965-1966: by Bruce Anderson.

Un Aperçu des Dépenses Publiques Pour la Recherche Urbaine-Régionale au Canada 1965-1966.

Published by Canadian Council on Urban and Regional Research, Ottawa, 1968, pp. 14 plus appendices.

Life and Poverty in the Maritimes

Milieu, Genres de Vie Ruraux et Pauvreté dans les Maritimes

Par Pierre-Yves Pépin, Ph.D., Institute of Town Planning, University of Montreal. ARDA project, March 1968, pp. 230.

Views on Rural Development in Canada, Queen's Printer, Ottawa, 1968, pp. 132. A study of the views of the member organizations of the Canadian Council on Rural Development. Special Study No. 1 by Wm. M. Nicholls, M.S., University of British Columbia.



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